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During the period under review, ABCD was engaged in program elaboration and implementation, especially in conjunction with the Boston Youth Opportunities Project. It has attempted to move from hopes and ideas to tangible operations, to insure that change takes place and to design programs with sufficient clarity so that their usefulness can be fairly and honestly judged. It has also paid increasing attention to social planning in conjunction with Boston's urban renewal program. The activities in pursuit of research goals have centered on: recruitment of staff, development and implementation of the evaluation designs for each program and impact design to measure the delinquency prevention effects of the total program, the obtaining and processing of school records, the development of a tracking system and the developing of other instruments required for measurement.

The first four programs with the school departments of a) pre-kindergarten, b) school adjustment counseling, c) guidance and d) reading were begun after funds were granted from the Ford Foundation. ABCD was also engaged in developing four additional demonstration programs: a) tutoring b) work-study c)ability identification and development, and d) home-school liaison.

Four summer programs of recreation and remediation were named: a)a summer session taught by five Jesuit scholastics, b) a Brandeis program held on campus for potentially able boys c) two summer camp programs were designed based on different philosophies. A summary of each was given including the original program design, program operations, a summary of the original evaluation design, a preliminary evaluation report and a discussion of problems. A weekend camping program was also established.

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A REPORT
ON
ABCD ACTIVITIES

SEPTEMBER, 1963 -- AUGUST, 1964

ACTION FOR BOSTON COMMUNITY DEVELOPMENT, INC.
BOSTON, MASSACHUSETTS

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A REPORT

ON

ABCD ACTIVITIES

SEPTEMBER, 1963 -- AUGUST, 1964

TO

THE FORD FOUNDATION

AND

THE PRESIDENT'S COMMITTEE ON JUVENILE DELINQUENCY
AND YOUTH CRIME

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FOREWORD

This report on the planning and programs undertaken by Action for Boston Community Development, Inc., covers the period between October 1, 1963, and August 31, 1964.

It constitutes the second annual report to The Ford Foundation and the first semi-annual report to the President's Committee on Juvenile Delinquincy and Youth Crime.

This is not an attempt to tell the entire story of ABCD. It is, rather, the third of a series that began with the first annual Report to The Ford Foundation for the period ending September 30, 1963 and The Boston Youth Opportunities Project: A Report and a Proposal to the President's Committee on Juvenile Delinquency and Youth Crime.

The material that follows will refer in many places to descriptions of program and process contained in the earlier reports. Readers are referred to those reports for background information.

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CHAPTER I

A REVIEW OF ABCD'S YEAR

A. INTRODUCTION

The period covered by this report began with two events which illustrated Action for Boston Community Development's progress in moving from planning toward the launching and monitoring of action-research programs.

The first of these was the award, on September 10, 1963, of a $372,275 grant to ABCD by the U.S. Department of Labor to finance a 15-month experimental and demonstration Youth Training and Employment Program.

The second was the release by The Ford Foundation on October 21, 1963 of a portion of ABCD's Development Fund to finance four demonstration programs in education.

This report, then, begins with ABCD in the final stages of planning for a variety of programs, primarily those included in the Boston Youth Opportunities Project, and concludes as most of those programs are either in operation or are about to go into operation.

During that period major changes were made in the internal organization and size of the staff, and in the financial framework within which ABCD operated. It was a period during which increasing emphasis was placed on explaining ABCD's purposes and programs to the community and on widening neighborhood and agency representation on the Board of Directors.

Actual planning under a planning grant from the U. S. Department of Health, Education and Welfare concluded in January, 1964, when the Department gave ABCD a $704,071 grant to carry out the Boston Youth Opportunities Project for the first of three years. ABCD was to secure $1,236,476 in matching funds for the one-year period beginning February 1, 1964.

As this report is written, ABCD has been designated, with the approval of Boston's Mayor and Federal officials, as the coordinating agency for planning under the Economic Opportunity Act of 1964. Building on the experience and relationships of the past three years, ABCD was staffing and planning by mid-summer for new programs to be conducted throughout the city.

The Early History

A brief recapitulation of ABCD's early history provides a backdrop for understanding of the report period.

Begun as a Mayor's Advisory Committee to provide a human dimension for the city's urban renewal program, ABCD first sponsored a series of studies of the city's major social problems.

To aid in the renewal process, to reassess social needs and to develop concepts for later programming, a small staff of community organization personnel was recruited in 1961-62 and assigned to areas in which renewal was underway or planned. This group constituted the majority of a staff of seven people when ABCD was incorporated in July 1962.

Months of preparation resulted in the award in late 1962 of a grant to ABCD by The Ford Foundation to plan and carry out a community development program. A planning grant from the President's Committee on Juvenile Delinquency and Youth Crime was awarded a few weeks later. A first formal table of organization was then adopted dividing the staff into three areas of responsibility -- program development, community organization and general services.

At the same time a new Board of Directors was formed representing a cross-section of community leadership, private and public.

The demands of the comprehensive Boston Youth Opportunities Project being planned under the Federal grant brought a rapid growth of the program development staff and the establishment of a research department. At the same time, and for a variety of reasons, ABCD began to shift away from an emphasis on community organization activities toward a merger of its community organization staff with the program development staff.

B. PROGRAM DEVELOPMENT

The prime responsibility of the Program Development staff to date has been the planning and development of the Boston Youth Opportunities Project. The product of the planning financed by the grant of the President's Committee, this project's objective is to test ways of reducing the volume and seriousness of criminal-type behavior on the part of male youth from 12 through 16 years of age who reside in the South End, Roxbury, or Charlestown as reflected in the official records of the principal law enforcement agencies --the police, the courts and the Massachusetts Youth Service Board.

To meet this objective sixteen programs were designed, divided roughly into three categories: education, employment, and community services. In the first category were pre-kindergarten, reading, guidance, school adjustment counseling, tutoring, home-school relations, ability identification and development, work-study, scholarship, summer camp, and summer campus programs. The Youth Training and Employment Program was in the second. In the third were multi-service centers in Roxbury, Charlestown and the South End, and a legal service program. The progress of each of these is described in this report.

Three kinds of activity characterize ABCD's program operations during the period under review. One was the elaboration of several proposals from statements of purpose and intent into detailed program designs. Another was ABCD's participation in the launching and implementation of certain demonstration programs. The third was a deeper involvement in social planning in connection with urban renewal than had been the case during ABCD's first full year of operation.

The first two activities, program elaboration and program implementation, will be considered together because they are two parts of the same process, one following the other in time. The scope and demands of these activities are determined by some of ABCD's basic goals and policies, and it is important to re-state these policies in order to understand the nature of ABCD's programs.

From its very beginning ABCD was determined to serve as a stimulus and a resource to other organizations and agencies and to cooperate with them in the development of new programs, but not itself to function as a direct-service agency. This was based on the view that demonstration and experimental programs should, if at all possible, be administered by an established agency which would assume a continuing responsibility if a program proved effective. This meant that the development of programs and their implementation would necessarily bring ABCD into close collaboration and negotiation with other agencies.

ABCD was also firmly committed to a policy of developing new methods and new programs to deal with social problems and then to evaluating their effectiveness and their claim to being continued after the experimental period had ended.

The practical meaning of the policies and commitments cited above was understood in broad terms. The impact of actual experience has made the past year a period of learning what is needed to pursue those policies.

It is clear that the time and resources required to develop, implement, and evaluate programs in collaboration with other agencies were grossly underestimated. It would not be difficult to pass funds along to other organizations on the basis of a general agreement to try a new program. Indeed, it is understandable that agencies would prefer to develop a program in their own way without having to reach agreements, step-by-step, with ABCD. Moreover, in many of the new programs being developed, much depends on the skill and knowledge of the practitioner, and it is often difficult to translate a new approach into concrete and specific operations. Nevertheless, ABCD's commitments made it necessary to negotiate agreements with other agencies on the specific program operations to be carried out and then made it incumbent upon ABCD to see that the program was implemented as planned in order to have a sound basis for assessing success or failure.

The simplest program consists of many procedures and operations, among them: selection and recruitment of the people to be served, selection and training of staff to carry out the program, provision of physical facilities and equipment, and methods for determining which of a variety of services is needed and in what order.

Each step must, hopefully, contribute to the achievement of the program's objective or objectives and each step must be clearly described in advance. The program reports which follow will illustrate this in considerable detail, but they do not fully reflect the thought, the drafting, and the re-drafting, the hours of discussion to achieve consensus and firm agreement both within ABCD's staff and with representatives of other agencies.

The difficulties and pitfalls of planning a program in advance and on paper with the concurrence of those who have agreed to administer it turn out to be only a prelude to the problems that arise when the program moves into execution. Staff for the new program is not easy to recruit and when only part of the new staff is assembled pressures to get the program under way curtail the time available for orientation and training. Then, it often develops that there are not enough people who fit the criteria of eligibility or, if eligible, who are ready to participate in the program.

Whether there is eagerness to try the experiment as planned or subtle resistance to it on the part of another agency, some features of the design prove unworkable or an essential step has not been anticipated and must be improvised. Adjustments must be made, again with mutual agreement between the executing agency and ABCD. To fulfill these responsibilities, it is becoming clear, calls for adequate staff to observe a program in operation, to point out where and why it is running off the track, and even to negotiate in mid-stream another modus operandi.

ABCD must carry out these planning and monitoring functions at arm's length from some programs; with other programs, such as Youth Training and Employment, ABCD has assumed a coordinating role. ABCD has been learning to tread a thin line between guidance and recommendation, on the one hand, and outright supervision and control on the other. The use of public and private funds and the signing of contracts with Federal agencies, which are the bases for ABCD's grants to other agencies, impose serious responsibilities on ABCD to insure execution of programs in accordance with its commitments to the original grantor. Such commitments often run counter to the spirit of the practical necessities of experimentation and innovation.

These observations can be summed up rather simply. The goals and policies ABCD adopted at its inception created an organization with a unique and awkward function and no one fully appreciated at the beginning of the road the complexity, the scope, and the delicate nature of the task it was undertaking. To move from hopes and ideas to tangible operations, to seek promising changes without producing resistance, to insure that change in fact takes place, to design programs with sufficient clarity so that their usefulness can be fairly and honestly judged - these have become the daily operating experiences of ABCD in its program development responsibilities.

The other major development in ABCD's activities in the time period covered by this report was its increasing attention to social planning in conjunction with the opportunities provided by Boston's comprehensive urban renewal program. It should be recognized that during its first year ABCD concentrated its energies largely on the planning of programs dealing with education, delinquency,and youth employment and training. Those programs, now in operation, are based in Boston's areas undergoing or about to undergo urban renewal -- Roxbury, Charlestown and the South End. In its first round of planning ABCD was not adequately equipped with, nor had it developed, the necessary organizational relationships or staff depth to work on a broader front of community planning and development.

As will be seen in the sections of this report dealing with " community services" and "community operations," ABCD has moved ahead with its responsibility of collaborating with the Boston Redevelopment Authority and other public and private agencies in order to contribute to renewal of substantial parts of the city.

In another way, ABCD has helped to establish machinery for physical and social planning and program development on a local basis by joining with the Redevelopment Authority, the South End Urban Renewal Committee, the United South End Settlements, and the United Community Services in the South End Community Development Project. A similar group functions on an inter-agency basis with respect to the Washington Park area.

The problems identified by these planning groups, as well as other sources, are pointing out needs for both interim and longer-range programs, such as preventive health services, assistance to the alcoholic, adult education, job training, and instruction in home-making and home-management.

A more pin-pointed kind of joint planning arises from the possibilities that appear on the drawing boards of BRA planners: opportunities for new schools and new curriculum and administrative developments, for new housing and new services, for new recreational facilities and programs.

When ABCD submitted its proposal to the President's Committee, it apparently underestimated the kind and amount of staff resources needed to develop and implement sixteen programs. The past year has demonstrated the scope and complexity of that task. The lessons of the past year point to the necessity of using those resources for the most effective development and evaluation of those sixteen programs. As ABCD moves into new areas of program development, it must bring new resources to bear in order to honor its present commitments while doing justice to new responsibilities.

C. RESEARCH ACTIVITIES AND DEVELOPMENTS

The proposals submitted to The Ford Foundation and to the President's Committee in 1963 outlined a set of research plans in addition to the tasks of program design and implementation. According to the action-research framework within which those plans were formulated, the demonstrations would be designed in such a way that the program ideas could be both tried out in an administrative sense and also in the sense that knowledge could be obtained as to whether the programs achieved their desired objectives. Each program has its particular objectives and, in addition, the total set of programs -- the Boston Youth Opportunities Project considered as a whole --

has its own objective, the prevention and reduction of delinquency. In brief, the general notion is to ascertain whether the programs have their intended outcomes; and then, whether the attainment of these outcomes is in turn related to delinquency prevention and control.

During the period covered by this report, the ABCD Research Department has been primarily concerned with the following activities in pursuing the research goals outlined above: recruitment of staff; the development and implementation of the evaluation designs for each program and the impact design to measure the delinquency prevention effects of the total effort; obtaining and processing the school records of children in the public schools included in the Project's target area; developing a tracking system to trace the whereabouts of these children throughout the duration of the demonstration; and developing the instruments -- police reporting forms, seriousness scales and prediction devices -- required by the impact measurement design described in the BYOP proposal.[1]

Each of these will be discussed in this section of the report. However, the details of the specific evaluation designs and any preliminary research findings which may be available at this time will be presented in the separate reports on each program that follow this chapter.

Evaluation Designs

According to ABCD's action-research formula, the objective is to develop the evaluation designs simultaneously with the program designs. There is, therefore, a high correlation between the state of the research designs and the extent to which the program designs have been developed. Action-research designs have been completed and are in operation for the following demonstration programs: pre-kindergarten, reading, school adjustment counseling, week-end rangers, camp-school and college campus. Details of these designa and preliminary research findings from these programs are reported in the subsequent sections of this report.

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[1] For a detailed discussion of the specific impact design and the assumptions underlying it, see Chapter VI of Action for Boston Community Development, Inc., The Boston Youth Opportunities Project: A Report and a Proposal submitted to the President's Committee on Juvenile Delinquency and Youth Crime.

A research design to evaluate the youth employment and training program has been completed but has not been funded. It has been submitted to the U.S. Department of Labor and is currently under consideration. The school guidance design is in an advanced stage of development and should be operational in the very near future.

The multi-service centers probably present the most complicated and difficult problems from the point of view of evaluation. In the first place, plans call for three separate centers -- one in Roxbury, one in the South End, and the third in Charlestown. Each program is developing unique features and adequate evaluation will require three somewhat different research designs. A considerable amount of effort has already gone into development of these designs. Progress and plans in this regard are reported in detail in the section of the report dealing with the multi-service center program.

The Unified Legal Services Program has been only partially funded. Although research planning is now moving ahead at full pace, the evaluation design for the legal services program, at the time of this report, is in its formative stages.

The remaining programs are still in the earliest stages of planning and research. Efforts have been mainly concerned with keeping abreast of program design developments and working with program staff to ensure that programs emerge which lend themselves to evaluation.

School Records

In order to measure the impact of specific demonstration programs and to evaluate the success of the Boston Youth Opportunities Project, extensive data on individuals, particularly persons of school age must be collected and maintained. This information includes general socio-economic data and the name, address, age, sex, and school performance of school children. Data of this nature is necessary to identify the specific individuals and the general characteristics of persons participating in demonstration programs, either as experimentals or controls. It is also needed whenever experimental and control populations are selected for demonstration programs and in the development of the Boston Youth Opportunities Project Delinquency Prediction Instrument.

The major sources of this type of information for all school-age persons living in the target area are the records maintained by the Boston Public Schools. This source provides comparable identifying and school performance data for almost all of the persons in whom ABCD is or will be interested.

Photographic copies of Individual Cumulative School Records were obtained during the 1963-64 school year from all public elementary and junior high school districts, either completely or partially within the boundaries of the target area, and from all public high schools. These provide identifying socio-economic and school performance data on the majority of the target population through the 1962-63 school year. They also provide information on the grade and school of each individual at the time his cumulative record is obtained but do not provide substantive data on school performance for the 1963-64 school year.

ABCD began microfilming these cumulative records in February 1964 and continued until the close of school. Records were obtained for all grades in 31 elementary school districts, 10 junior high school districts and grades 9-11 in all 16 high schools. This resulted in the collection of approximately 50,000 individual cumulative records from about 1,650 classrooms. The job required approximately 200 man-days of work.

Cumulative records were printed and processed for all persons in school districts participating in ABCD demonstration programs and for all male students in the remaining school districts. The cutting and processing of cumulative records was begun in mid-June, 1964, and terminated in mid-August, 1964. This operation required approximately 245 man-days and resulted in the processing of some 40,000 individual cumulative records.

Coding of the Tracking Center Individual Identification Sheet also began in mid-June, 1964, and had not been completed at the writing of this report. During the period between June 15, 1964,and August 28, 1964, coding and verification had been completed for some 40,000 records. About 430 man-hours were required for this task.

Assignment of Identification (I.D.) Numbers and the preparation of the necessary punched cards and lists began July, 1964, and had not been completed at the writing of this report. During the three-month period ending in August, 1964, I.D. numbers had been assigned and punched cards prepared and filed for approximately 5,000 individuals. In addition, the first four numbers of the I.D. Number have been assigned for some 30,000 individuals. The total operation to date has required about 200 man-days.

Coding of the substantive school data for punched-card processing will not begin until sometime early in September, 1964. Arrangements have been made for preparation of 1,232 forms which will be processed on the Optical Mark Reader, thereby eliminating the need to manually punch this data into the cards.

It is imperative that ABCD develop procedures to obtain information included in the school records without repeating the job of collecting copies of comulative school records. This will require the establishment of systematic data collection procedures in the schools for the 1964-65 school year and subsequent years. If this is done, special arrangements will have to be made to collect data for the 1963-64 school year.

Data collection procedures are being developed to insure this. If approved, these procedures could be instituted early in the 1964-65 school year. These procedures will require the cooperation of school personnel, particularly classroom teachers, but would not require a commitment of the school system to the use of data processing equipment in preparation of public school records.

Tracking System

To measure the impact of demonstration programs and to evaluate the success of the Boston Youth Opportunities Project, detailed records of program participation must be developed and maintained. This information will be necessary to measure the impact of the program as a function of the degree of exposure to the program. Since many of ABCD's programs are being conducted in cooperation with the Boston Public Schools and will require information on individual school performance, it will be necessary for ABCD to obtain systematic access to accurate records of classroom enrollment in all schools required for evaluation. This information will be used in the development of separate student mobility files which will record which individuals are in each classroom and for how long a period during the demonstration period.

The development of these files will require that classroom enrollment data be collected for the duration of the demonstration period from each school located within the target area or expected to have among its student body significant numbers of students living in the target area. The anticipated high rates of student mobility, both between different schools and between different classrooms in the same schools, will require that this information be collected periodically throughout each school year in order to keep the files up to date. Collection of this data for the entire target area will involve approximately 50,000 students in 1,700 classrooms. The major problem to be solved is how to maximize the amount of information collected while minimizing the amount of work required to collect it. This problem will easily be solved when the school system adopts machine data processing procedures in the keeping of their records, particularly in the scheduling and recording of classroom enrollment. However, the establishment of machine data processing procedures by the public school system has just begun. Thus, data collection procedures must be developed which supply the information needed by ABCD but which do not commit the school system to an immediate extensive use of data processing equipment.

Discussions were held early in February with ABCD's School Coordinator concerning the possibility of obtaining information on student mobility and end-of-the-year scheduling of classes for the following school year. As a result of this meeting, ABCD prepared a preliminary statement of the problems and suggested procedures which could be used to collect the information. Preliminary drafts of reporting forms were prepared. Subsequent discussions with School Department personnel indicated that the suggested procedures could not be carried out by existing school staff and ABCD was requested to revise its procedures.

The procedures were revised and re-submitted to the school department officials early in May, along with a request to test the system in two school districts. Due to administrative problems, permission was not granted until the week of June 8th. The system was tested during the June 8-15 period, and was found to be mutually satisfactory. A copy of the procedures used in this test and of the instructions given to the teacher for correction and updating of classroom rosters is available on request.

Using the experience gained from the June test, ABCD has made minor revisions in its sytem and has submitted a detailed plan to the school department for implementation on a broad scale in the Fall.

Police Reporting Form and Prediction Instrument

Chapter VI of the proposal for the Boston Youth Opportunities Project outlines the general plan for evaluating the Project. This plan was based on the following basic assumptions concerning the methodological ingredients of such a plan:

1. Law-violating behavior will be measured in terms of the behavior of specific individuals rather than area rates because the wide changes over time in the populations of high-delinquency areas might reveal changes in law-violation rates without these changes necessarily resulting from the demonstration;

2. Changes in law-violating behavior of individuals will be measured

in terms of estimates of the law-violating behavior that might have been expected of individuals from one time period to another. This position was taken because of the persistent evidence that variations in law-violating behavior are partly a function of age. Therefore, without some additional frame of reference, the behavior of an individual at one age cannot be compared except with his behavior at a later age.

3. Emphasis will be placed on the volume and seriousness of acts rather than on the number of individuals who become delinquent.

These two assumptions lead to the reliance on two methodological devices: (1) a cohort of individuals and (2) a law-violation prediction instrument.

The cohort will consist of all males aged 11 through 15 living in the target area. Once the first stages of school records processing have been completed, it will be a relatively simple operation to select the cohort. The operations required to keep track of them in the school system and to maintain up-to-date information about them are much more complicated.

The prediction instrument is an even more complex matter. Its development and implementation require, in addition to the extensive school data and the tracking procedures, the following:

1. arrangements with the Boston Police Department for the use of a reporting form that would provide sufficient information about individual police-youth contacts to provide as complete coverage of such events as possible;

2. devising of coding or scaling procedures so that seriousness weights or scores can be assigned to law-violating acts committed by (a) members of a sample selected for the development of the retrospective prediction instrument, and (b) members of the evaluation cohort.

3. obtaining of retrospective police data and other information on individuals not included in the evaluation cohort so that studies can be made of the relationship between characteristics of the individuals (from information obtainable from the school records) and delinquent behavior.

4. devising a plan for statistical analysis of the data so that (a) a

preliminary instrument can be constructed, (b) validated, and (c) applied to the cohort members for future evaluation purposes.

To provide more detailed data on official contacts between the Boston Police Department and youth residing in the Youth Opportunities Project target area, ABCD designed a Boston Police Department Juvenile Aid Section Report. During negotiations for final approval of an official arrangement between ABCD and the Police Department, the form was pre-tested -- used for a brief period of time by one of the Juvenile Aid Section officers. On the basis of this pre-testing, some minor revisions in the form were made and an instruction manual for its use was prepared.

Some difficulties were encountered, however, in attempting to make final the arrangement for adoption of the form by the Police Department and for making the information thereon available to ABCD. Since a question arose as to whether the Police Department would be in violation of the law if it were to divulge information that is within the jurisdiction of the courts, ABCD officially requested the state Board of Probation, which consists of five judges, to endorse the Boston Youth Opportunities Project. The committee officially considered ABCD's request and expressed its "...sympathy with the program and objectives of the ABCD project." This response by the Committee on Probation was communicated to the Police Department.

The Police Department then requested the Law Department of the City of Boston to rule on the legality of the proposed ABCD -- Police Department arrangements. The Law Department, in a ruling submitted to the Police Commissioner, stated that the Police Department would not be in violation of the law if it gave information about police actions but it would violate the law if it gave out information about court actions. The Police Commissioner, however, interpreted this ruling to mean that the Police Department should not give out information about police actions which lead to court actions. Unless a re-interpretation can be effected, this will mean that ABCD will receive information only about questionings and warnings and virtually never about arrests. It is possible that information on arrests and subsequent court

action can be obtained either through the courts or through the State Board of Probation, which has administrative jurisdiction over the court records. This will, however, require another long series of negotiations and much more cumbersome data-gathering operations, even if the negotiations are successful.

Some preliminary steps have been taken toward construction of a "seriousness of acts" scale. A decision has been made (1) to conceptualize a series of "seriousness dimensions or variables" along which any act might vary (2) to devise a code for making judgments about acts (3) to pre-test this code on a sample of cases (pre-tests of the Police Report Form were used) (4) to develop gradually better and better inter-coder reliability and to construct simultaneously a manual of coding instructions and (5) to factor analyze these judgments in the search for one or more seriousness dimensions or factors and to provide weights for scoring specific acts.

D. RELATIONSHIPS WITH THE SCHOOL DEPARTMENT

Since September 30, 1963, ABCD's relationships with the School Department have been shaped by two major events. First was the release of funds by The Ford Foundation for the implementation of four school demonstration programs jointly developed by ABCD and the School Department. Second was the decision to develop additional school programs for submission to the President's Committee on Juvenile Delinquency and Youth Crime and to The Ford Foundation. In operational terms, ABCD's relations with the School Department during the past year can, therefore, be described, as follows:

1. Activities related to implementation of the first four programs: (a) Pre-Kindergarten, (b) School Adjustment Counseling, (c) Guidance, and (d) Reading.
2. Activities related to the development of four additional demonstration programs: (a) Tutoring, (b) Work-Study, (c) Ability Identification and Development, and (d) Home-School Liaison.
3. Activities related to new school planning.

Implementation of the First Four Demonstration Programs

1. Organization for Action

The Ford Foundation released funds to ABCD to carry out demonstration programs which had been jointly conceived and partially developed by the School Department and ABCD, but which required further elaboration and refinement of program and research procedures and of facilities and materials prior to being launched. The size and complexity of this task and the need for coordination within the School Department and between the schools and ABCD led to the appointment of a Coordinator of School Department-ABCD Programs who is responsible for coordinating school personnel and activities in the planning and implementation of demonstration programs. The Coordinator reports directly to the Deputy Superintendent of Schools.

A coordinate position was established within ABCD through appointment of a Supervisor of Education Programs, who reports to the Director of Program

Development. His responsibilities include coordination with the School Department and supervision of ABCD program staff involved in developing and implementing the demonstrations.

In the establishment of the Coordinator's position in the School Department, there was agreement that ABCD not only would share in payment of the Coordinator's salary, but also would participate in screening candidates from whom the Superintendent of Schools would recommend an appointment to the School Committee. It was agreed that the recommended candidate would need to have the approval of both the School Department and ABCD.

The Superintendent of Schools suggested a number of candidates who were interviewed by ABCD staff. After agreement was reached on one of the candidates, the Boston School Committee acted favorably upon the Superintendent's recommendation, and the Coordinator assumed her responsibilities in November, 1963.

2. Program Elaboration and Refinement

A detailed account of the procedure for elaborating and refining each demonstration program is included in the subsequent description of each program.

In order to elaborate and refine the four demonstration programs, the School Department and ABCD assigned staff members to each program. A member of ABCD's Research Department was assigned to each program development team to work out a research design closely geared to program operations.

The planning teams for each program met frequently and discussed the objectives of the programs and alternative program procedures to reach the objectives. Ideas tentatively agreed upon were researched and drafted as independent pieces to be further revised and re-cast as the program took shape.

Members of the School Department staff assigned to these teams were not divested of their full-time regular duties in the School Department. As a result, the major task of researching and design was undertaken by the ABCD staff. From time to time meetings were held with the Superintendent of Schools and members of the Board of Superintendents to review progress and unresolved problems, some of them involving basic educational policy.

Over the months these were some of the matters considered by the program development teams; the desirability of using non-public school facilities; the qualifications and training of staff to be employed for such a program; ideas, activities, and teaching methods not previously used in the Boston Schools; the desirability and practicability of grouping across grade levels; the desirability of individual and small group counseling; the importance of upgrading the skills of teachers in recognizing and coping with behavioral and personality problems; and the location of specific schools in which programs were to be operated. Through these frank and open exchanges rapport and confidence were being developed between the staffs and among individuals in each staff. Data necessary for documenting the need for specific decisions were made readily available by the School Department and were jointly evaluated by ABCD staff and the School Department.

As the design of each program began to take on final form, the School Department began to move into the recruitment and assignment of staff. While personnel were interviewed and selected by the School Department, ABCD moved ahead to complete the program and research designs. In each case, however, the selection of personnel was completed before joint agreement by ABCD and the School Department that the program designs were ready for implementation. Frequently, the continued involvement of the ABCD staff in research, criticism, and writing prevented their adequate participation in the activities being pursued by the School Department to launch the programs.

The successes and failures of this period of operation provided a basis for evaluating the program procedures already developed and for incorporating into the final design such improvements as seemed necessary. The School Department and ABCD, therefore, agreed that the first half-year of program operation would be considered a trial operation and that the first official year of the three-year demonstrations would begin in September, 1964.

Communication Between the Schools and ABCD

During the period of trial operations, the establishment of effective communication between the School Department and ABCD was a primary concern.

The preliminary meetings on joint development of demonstration programs took place in the latter months of the 1963 school year. As understandings were being developed, school closed for the summer and only the central administrative staff was available for program discussion and development with ABCD. At the end of the summer of 1963, the program proposals therefore represented the thinking primarily of the administrative staff of the schools and of ABCD.

When the programs were launched in the course of the following school year, the demonstration staff and the regular staff in Target Area Schools were inadequately informed of the background and planning that had taken place, the purposes and scope of the demonstrations, the role of ABCD's Program and Research Departments, and the roles which they themselves were to assume. In addition, both the summer and the fall were characterized by community-wide upheaval as a result of picketing, sit-in demonstrations, and unsuccessful attempts at negotiation between the School Committee, the School Department, the N. A. A. C. P., and other citizen's groups on the subject of de facto segregation in public schools. Press coverage frequently referred to or quoted statements which were highly critical of the condition of public school facilities, the preparation and quality of staff, and the "general lack of excellence" in certain Boston schools.

More effective communication between ABCD and the School Department was, therefore, necessary from several points of view. It was needed to develop cooperation from the working staff in the schools so that the programs could be effectively implemented. It was necessary in order to establish rapport between the ABCD staff and the School Department staff at all levels. An overriding concern was to obtain widespread commitment to these programs in terms of the detailed procedures to be followed in carrying out both the program and the research as designed. This was especially important so that changes which the School Department deemed necessary to meet day-to-day problems would not be put into operation without considering the impact of these changes upon the agreed-upon designs. Thus, as ABCD and the School

Department continued to refine program designs, the necessity for communication at all levels within the School Department became increasingly important.

As a first step in this direction, it was decided that the Coordinator and other administrative staff and the principals and assistant principals in whose schools the programs were being launched would meet monthly with ABCD staff members to discuss progress and problems affecting the demonstration programs. As a result of several meetings communication began to improve. Problems and differences of opinion with regard to the appropriateness of program procedures were frankly discussed and tentative resolutions suggested. Problems with regard to training staff, physical facilities for demonstration personnel, testing and other research procedures, program monitoring, and the responsibilities of those present were discussed and next steps planned. One of the outcomes was the participation of the ABCD Education Specialist in demonstration staff meetings and in orientation sessions and in-service training programs. Another result was that assignments were accepted by members of this group to study the feasibility of certain aspects of the demonstration programs which had not yet been implemented, such as grouping across grade levels in the developmental reading program and small group guidance sessions.

Another attempt to improve communication consisted of more frequent meetings between the Coordinator and the ABCD Supervisor of Education Programs. The Coordinator was able, after these discussions, to take necessary steps within the School Department which facilitated both the planning and implementation of programs. For example, after agreement that ABCD should be involved in the pre-service training of the reading consultants, a series of meetings was arranged to discuss the background and planning of the program as well as the reasons for many of the procedures. With a view to their use in training, resources in the community and from the universities and textbook publishing houses were reviewed jointly. Instructors in the use of overhead projectors and SRA materials, consultants on the controlled reader and on early childhood education were some of the resources tapped for training purposes.

Additional meetings were held with the Board of Superintendents. Often these meetings focused on the details of individual programs and upon legal and professional issues involved in the commitments in the original proposals. Generally, these meetings resulted in concurrence as to the next steps to be taken. In other instances, it was not possible at these sessions to resolve issues without providing opportunities for members of the School Department to consider at greater length among themselves some of the ramifications with regard to staff, procedures, and policies.

Although during the trial operation there was continuous improvement in communication between the School Department and ABCD, there is still need for continued effort in this direction.

Development of the Second Group of Demonstration Programs

After the first four demonstration programs were proposed to The Ford Foundation and prior to their approval, ABCD began to develop other program ideas for inclusion in the Boston Youth Opportunities Project. Four school-based demonstration programs seemed desirable: Tutoring, Work-Study, Ability Identification and Development, and Home-School Liaison.

The rationale for intervention in these program areas and a tentative draft of program features were presented to the School Department as a basis for initial discussion. After several meetings the School Department concurred with the suggested areas of program experimentation and agreed to assign a member of their staff to work with ABCD in developing each of those programs. It was planned that from the outset these programs should have a much greater involvement of the School Department staff in all phases of development. Both the central office and neighborhood schools were represented among those assigned to work with ABCD.

For approximately one and a half months, the planning team for each program discussed ideas and developed and elaborated proporals. Joint meetings were then held to review and suggest revisions. By late November, 1963,each of these program proposals was ready for submission to the President's Committee with approval of both the School Department and ABCD. In January, 1964 the President's Committee approved the Tutoring, Work-Study, Ability Identification and Development, and Home-School Liaison demonstration proposals. As was the case following The Ford Foundation's approval of the first four program proposals, the most difficult part of the task remained to be done with the second group of four programs.

In the calendar for the school year, December and January are particularly busy months during which new books are being reviewed and ordered for the coming school year; staff ratings take place; and departmental budgets must be developed and submitted to the Superintendent of Schools. This was not an auspicious time for school personnel to enter into joint program development with ABCD. Similar problems confronted ABCD. The two staff members working on school programs were immersed in developing and elaborating the first four proposals and were not able to take on the same tasks in four additional programs. As a result, the development of these programs was delayed several months. The difficulties involved in recruiting to develop these programs is detailed in the section following.

At this writing, the first significant steps toward elaborating and refining the second four demonstration programs have begun.

E. CHANGES IN STAFF

Despite the staff growth dictated by the needs of planning a program to prevent and control delinquency, full-time permanent staff numbered only 36 by November 1, 1963. By mid-August,1964, this had reached 91.

This expansion was not achieved without difficulty, since there is a continuing shortage of individuals with experience in community development and in social research. Moreover, the establishment of similar organizations in other cities has created a nation-wide demand for such staff. To retain old employees and secure competent new ones, ABCD revised its professional salary schedule to competitive rates.

Provision was made in the budget for staff for research needs and to monitor the programs to assure that they would be carried out according to the program designs.

In launching its first program, the Youth Training and Employment Program, ABCD departed in part from a general policy of leaving the actual direction of programs to existing or new agencies in the community. In this instance, a small central staff, directly answerable to the Executive Director of ABCD, was established to supervise and coordinate the over-all program and to provide specialized services in job development and testing. The intake and training parts of the program were to be carried out through contracts with participating agencies.

Four staff members, on loan from agencies which participated in planning the programs submitted to the President's Committee on Juvenile Delinquency and Youth Crime, came to the end of their year of employment in late fall of 1963. An elementary school principal, assigned by the Boston School Department, and the director of statistical research of the Massachusetts Division of Youth Service returned to their normal duties. The staff members loaned by United Community Services and the Youth Activities Bureau of the City of Boston, however, remained with ABCD as regular employees.

A staff member of the Massachusetts Department of Mental Health was assigned to ABCD for two days a week in September, 1963,to coordinate ABCD's planning in the mental health field with the Department's plans for facilities and programs in Boston.

ABCD also entered into an arrangement with the Boston College School of Social Work for assignment of a student intern to ABCD on a stipend basis for the semester ending February, 1964.

The expanding staff, the increasing number of grants to ABCD, and the rapid growth in the number of programs and organizations receiving ABCD funds--taken together--dictated the need for full-time accounting services and an accountant was hired in 1963.

Following the award of the operating grant from the President's Committee, the Board of Directors adopted a budget and new table of organization to carry out the Project.

Because of the importance of the new action-research demonstration programs, the director of program development and the director of research were appointed associate executive directors and provision made to bolster their immediate administrative staffs.

In anticipation of a rapid growth of staff, the department of administrative services was divided into two departments, general administration and public information. In order to provide top-level assistance in financial administration and personnel practices, the position of administrative officer was created and the former assistant comptroller of The Ford Foundation was appointed to the post in August, 1964.

The necessity of pushing the Federal program into the action stage required immediate recruitment of both program and research personnel.

Program specialists to supervise the designing and operation of the programs were essential if they were to be operative during the first project year. But efforts to recruit additional program specialists were hampered by the fact that January was an inopportune time for staff recruitment, particularly for the educational programs. Most of the competent education people who were interviewed were unable to consider a change in jobs until late in June. In addition, the use of part-time personnel (e. g., teachers and guidance counselors available after school, or graduate students from local colleges and universities) seemed unwise, if not impossible, because of the necessity for close coordination between program and research personnel on every aspect of each program.

The School Department and ABCD, therefore, agreed to discontinue the liaison assignments of the School Department staff who had helped draft the program proposals and to recruit full-time program specialists from inside or outside the public schools as quickly as possible.

By July, two assistant principals from the School Department had been recommended by the Superintendent of Schools and were employed as members of the ABCD staff to work on demonstration programs. One was assigned to the Guidance and Ability Identification and Development programs, while the other was assigned to the Tutoring and Home-School Liaison programs. By this time, ABCD had also employed from elsewhere one program specialist for the Pre-Kindergarten Program and one for the Work-Study Program. Specialists for the Reading and School Adjustment Counseling programs as well as the legal service and other non-educational programs were still being sought at summer's end.

Key research positions to be filled included: two associate directors of research--one for design implementation and the other for statistical design and analysis, computer programming and data processing supervision; two education research project directors; a project director for evaluation of the Multi-service centers, a project director for evaluation of the Legal Services Program, a supervisor for the data processing and tracking center; and an administrative assistant for the Research Department.

The heavy demand for highly qualified people with skills and interest in these substantive areas of research has made the task of filling the positions very time consuming. However each of the positions has been filled except for that of Multi-Service Center Research Project Director. Negotiations with a promising person who has shown an interest are underway. By early fall the department should be fully staffed and ready to attack the massive research tasks confronting it.

F. ABCD AND THE COMMUNITY

The Board of Directors was also strengthening its membership and structure in response to the new demands. To widen community understanding the Board was expanded to extend more thorough representation to the neighborhoods in which ABCD programs were operating and to agencies cooperating with ABCD. It appointed three vice presidents to give greater depth at the top and established sub-committees of existing Board committees to be concerned with particular areas of programming. A significant change was the decision to invite experts in varied fields who were not Board members to serve on these sub-committees. The first such sub-committee formed was concerned with medical and health services.

The new Department of Public Information was a response to the need for community understanding of ABCD's role in the city. It had become obvious that the demonstration nature of ABCD's programs was not clear, even to community leaders. Many expected a wholesale assault on urban problems and expressed discontent with the limited scope of the test programs. Moreover community understanding was necessary if the programs were to achieve their objectives. Another task of the new department was to allow other cities to share in ABCD's experiences, particularly those with programs similar to ABCD's.

The new department's duties included supervision of the ABCD Library, responsibility for visitors to ABCD, preparation of publications and other public information activities.

This was but one phase of ABCD's increasing involvement in the community. The executive director and other staff members became regular participants on panels, radio and television programs concerned with problems of the inner city. Increasingly, staff members were sought for speaking appearances in and around the city and many were active participants in conventions and other meetings throughout the country. Early in the year the Boston College Seminar, a periodic gathering of community leaders sponsored by the College, devoted an entire session to ABCD.

ABCD's impact in such areas as education stimulated many individuals and institutions to seek the organization's financial and other assistance in carrying out proposed projects. Some of these proposals, because they met ABCD's program criteria and complemented the work of the Boston Youth Opportunities Project, were supported by ABCD. Among these were a summer program providing an enriched educational curriculum at Boston College High School for low income youth,proposed by a group of Jesuit theological students,and a request by the National Association of Independent Schools for evaluation of a special summer program on these private school campuses.

Except for its work in Charlestown, ABCD has practically terminated its direct involvement in community organization services at the district and neighborhood level. The decision to de-emphasize community organization work as an ABCD staff responsibility was based in part on the conclusion that such work was more appropriately carried out by agencies and organizations already active in the communities.

ABCD accepted, however, a continuing responsibility to strengthen community organization by existing agencies. The Executive Committee authorized a one-year, $30,000 contract with Freedom House in Roxbury for such work in the Washington Park renewal area beginning in May, 1963. A one-year, $8,500, contract with United South End Settlements to bolster similar work in the South End began in October, 1963. The Freedom House contract was renewed for another year in 1964.

In November 1963, the Executive Committee authorized a one-year $8,500 contract with the Roxbury Community Council for an additional community worker, together with related expenses. This agreement was based on the understanding that it would not be implemented until the Council appointed a new executive director. The contract was effected in August, 1964, at which time the community worker was employed.

ABCD's increasing participation in community development has also taken the form of consulting and advising with agencies, as illustrated by the work with the Department of Parks and Recreation, or collaborating in the development of new service programs, as in the case of the Columbia Point study and the planning of the new Humboldt Avenue School in Washington Park.

The increasing intensity of the civil rights movement had its impact upon ABCD. From ABCD's beginning, the special problem of the Negro in Boston had been of particular concern to the organization. Negroes comprise a substantial portion of the population in two of the three areas--Roxbury and the South End--which make up the target area of the Boston Youth Opportunities Project. They were, similarly, a major portion of the population relocated in the Washington Park urban renewal project.

In mid-1963 various civil rights organizations charged that Negroes were receiving less than equal education in the schools and asked for improvements. They also charged that there was de facto segregation in the Boston public schools.

About the same time that the first group of ABCD-School Department demonstration programs began, the School Department started a previously planned program to improve educational processes in these same areas of Boston. This program, known as Operation Counterpoise, began initially in a Roxbury school district which was also the site of ABCD-sponsored programs.

Because the public began to confuse the School Department's own Operation Counterpoise with the joint ABCD-School Department demonstrations, particularly failing to understand the limited, demonstration nature of the latter, it was felt necessary to clarify the situation.

Consequently, the Board of Directors issued a public statement explaining the difference between the programs and emphasizing the specialized nature of ABCD's work in the schools.[2]

The controversy over de facto segregation, coupled with charges of somewhat longer standing relating to the quality of education in schools in low income areas, were the subject of discussions in the Program Committee of the

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[2] See Appendix A.

Board of Directors. In February the Committee submitted a resolution to the Board which was adopted and which called upon the staff "...to explore and make recommendations on the feasibility of studying the effects of the following factors on the school performance of disadvantaged children, with emphasis on the effect on Negro children:

1. The racial composition of school population.
2. The present educational achievement of the student and the educational background of his parents.
3. The total school program."

That feasibility report is now ready for presentation to the Board.

The various changes in program and emphasis already described, together with the changing nature of the community and its problems, stimulated continuing discussion on the Board of Directors of ABCD's objectives as an organization. In October, 1963, an Ad Hoc Committee of Board members was appointed "... to sharpen the objectives of ABCD set forth in the original proposal to The Ford Foundation." The resolution explained that this was needed to improve the understanding of ABCD activities by Board and staff and by public and private agencies, to provide a firm basis for future program development, and to permit outside evaluation of ABCD achievements.

There was a consensus that ABCD should re-affirm and strengthen its original intention of developing programs which will accompany and reinforce the city's urban renewal program.[3]

This report concludes with a description of new plans for vastly expanding the scope of ABCD's programming and its impact on the community--the planning now under way for Boston's participation in the Federal anti-poverty program under the U.S. Economic Opportunity Act of 1964.

The groundwork for this effort was laid on June 21, 1964, when the Board of Directors authorized a special budget from ABCD's operating funds to plan a comprehensive community action program to combat poverty to be ready for submission to the U. S. Office of Economic Opportunity.

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[3] See Appendix C for draft of ABCD objectives now under consideration.

It is not yet possible to foresee what this Federal program will mean to ABCD and to Boston. But that it may change both the scope and direction of this still newborn organization is undeniable.

CHAPTER II

PROGRAMS IN EDUCATION

A. PRE-KINDERGARTEN PROGRAM

1. Background

Immediately after funding by The Ford Foundation of the pre-kindergarten program, the Boston School Department, with the concurrence of ABCD, assigned a senior teacher to work full time with the program and research staffs of ABCD in detailing the program content and procedures.

One of the first problems was the identification of culturally disadvantaged youngsters aged 3 1/2 to 4 1/2. Prior to release of funds for the program, the ABCD staff had reviewed the literature on early childhood development and new materials dealing with the effects of social class differences on children's sensory perception and discrimination, their language development, cognitive style, and factors affecting their motivation, socialization, and school achievement.

With consultant advice, the ABCD and School Department staffs decided that the crucial areas of intervention at the pre-kindergarten level were: (1) verbal skills, (2) auditory perception and discrimination, (3) visual perception and discrimination, (4) motor control and coordination, and (5) socialization. The major thesis of the program was that improvement in these developmental areas would or should bring improved school achievement in the later grades. The first task of the planning team was, therefore, to determine the existence and extent of deprivation in each of these areas among the target population. Measurement instruments were then necessary to specify the characteristics of disadvantaged pupils, to identify such children, and to develop a program to meet their needs.

The literature provided little guidance. In similar programs under way in other cities, the criteria for identification and selection of disadvantaged pre-school children were usually quite general. They included such factors as race, family income, and area of residence. Children to be selected were usually required to be English-speaking, of a certain age range, and free of major mental, emotional, and physical abnormalities. The parents were required to give consent and to see that their child attended regularly. Area of residence was one of the most common criteria, apparently on the assumption that residence in an economically and socially disadvantaged community is closely associated with, if not a definition of, cultural and educational deprivation.

The ABCD-School Department planning team did not deny this close association. They were aware, however, that within both the racially segregated and integrated "disadvantaged communities" of Boston, there were significant variations in income, education, "cultural activity," child-rearing practices, family cohesiveness, aspiration levels, and other related factors. Therefore, an objective means of identifying children who not only lived within the disadvantaged neighborhood, but also showed deficiencies in the major developmental areas seemed particularly imperative in order to maintain the integrity of the program and research designs.

The planning team again reviewed the literature to discover relevant tests and other assessment procedures. Advice was solicited from consultants and specialists in early childhood education at the Associated Day Care Services of Boston, Boston University, Brandeis University, Harvard University, New York Medical College, and Tufts University.

This process probed some basic assumptions of education and exposed many gaps in educational theory and methods. Through research, discussions, and evaluation, it became apparent:

1. That comparative data on the achievement of different social and economic groups in these major developmental areas do not exist.

2. That, because the available measurement instruments are geared to "average" (middle-class) groups, they assume competencies which may not

exist and which need to be measured (rather than assumed) among pre-school children in disadvantaged communities.

3. That methods of assessing child growth and development are not sufficiently specific or precise to identify developmental deficiencies among pre-school children in disadvantaged communities; or to determine whether such deficiencies stem primarily from traits which, through some process of natural selection, caused their parents to reside in such a community in the first place; or whether such deficiencies stem from the post-natal impact of environmental conditions or from both of these working in conjunction; or from neither.

4. That the development and implementation of an evaluation design which might result in an objective identification and measurement scale of developmental deficiencies among disadvantaged pre-school children would require at least a year of research and experimentation and a year's delay in launching this action-research program.

It was apparent that an alternative procedure was necessary. After considerable discussion, the planning team decided that a random selection of experimental subjects from all eligible pre-school children living in a prescribed area was the most practicable way of proceeding. The obvious advantage was that a population so selected would most closely approximate the characteristics both of the neighborhood and of the pre-school population eligible to participate in such a program, if it were continued after the demonstration period. This procedure also provided an equitable selection mechanism which was desirable for two reasons: (1) only 40 children in each of two neighborhoods could participate, and (2) ABCD and the School Department were concerned that, especially during a period of civil rights upheaval, the service should not appear to be offered selectively, even on an experimental basis.

There were disadvantages, also. The random selection procedure meant that the program would have to be planned without prior knowledge of the existence or the extent of deficiencies in each of the major developmental areas among incoming pupils. Thus, it would be necessary to plan a very flexible program which later could be adapted to the perceived needs of students.

In view of these circumstances, it was decided that a short-run program would be launched as soon as curriculum and facilities could be made available and an initial orientation program provided for teachers. This would be run as a pilot program during the spring of 1963. The first official year of the demonstration itself would begin in September, 1964.

On a trial basis, the Research Department staff decided to administer the Stanford-Binet and two other tests as pre-test measures of major deficiencies. Summaries of these tests, the rationale for their selection, and a description of the test procedures and results are included in the evaluation section.

The program and research staffs reviewed and adapted nursery school and kindergarten curricula for disadvantaged pre-school children, always bearing in mind the basic objectives of the pre-kindergarten program. A description of pilot program, with the rationale for its structure and components, and a description of the six-week trial run are included in the next section of this report.

For a variety of reasons, classroom space was not readily attainable. It was necessary to meet the standards set for licensed day care centers. Most available facilities in the area required extensive repair and improvement, and no funds were provided for this purpose in the demonstration budget. Since the School Department is currently unable to provide kindergarten classrooms for all students eligible to attend, no suitable kindergarten space for a pre-kindergarten program was available in the schools. Adequate space was available on the upper floors of several buildings, but fire regulations require that quarters for day-care centers be located on the ground floor.

An abandoned manager's office was finally located in the Whittier Street Public Housing Project in Roxbury which seemed usable, with modifications. The Boston Housing Authority approved its use and completely renovated it for the program at its own expense. It was decided to conduct the experimental program in one location (Whittier Street Public Housing Project in Roxbury) for six weeks and to continue the search for a second facility in the South End in preparation for opening in September, 1964.

An Advisory Committee was established prior to the beginning of the program. This committee consists of community representatives and of persons actively involved in early childhood education at local universities, teacher-training institutions, day-care centers, and the Boston School Department. The committee reviewed the plans and made recommendations to the program and research staffs.

When the program went into operation, the committee met twice monthly to review progress, to suggest changes, and to offer consultative help. Several members visited the class during the six-week period. Plans for next year include greater involvement of this committee.

On May 4, 1964, the program went into operation with the first day of classes. The following sections summarize the program, describe its operation, and delineate some of the problems and changes proposed for the next year.

2. Summary of Program Design

Many children from low income areas are unprepared for entrance to the first grade. Their verbal and perceptual development particularly has been shown to be limited and different from that which characterizes children who perform satisfactorily in the first and subsequent grades. They have failed to make adequate growth toward socialization. As time goes by, they fall increasingly far behind their schoolmates who come from more favorable backgrounds. By the later grades, they may be academic failures, too confused and discouraged to do anything but drop out of school.

For these children, a major cause is assumed to be cultural deprivation. Their family situations have failed to give them the kinds of stimuli which would have assisted them in developing essential academic readiness.

It is hypothesized here that a pre-kindergarten program planned to develop the following skills of these children can improve their subsequent elementary school achievement:

1. Verbal ability.
2. Auditory perception and discrimination.
3. Visual perception and discrimination.
4. Motor control and coordination.
5. Socialization.

The test of the program's success will be a significant change in the achievement of children who have been exposed to it when they are tested in grades one, two, and three, in comparison with the achievement of a control group of children from similar backgrounds who did not participate in such a program.

The target population will consist of all children who will be eligible for kindergarten in the following year, who live within walking distance of each of the two program sites, and who are not enrolled in another pre-kindergarten program. A list of eligible children will be compiled from the records of: (1) the Boston Public Schools (younger siblings of children enrolled), (2) churches and neighborhood houses, (3) the Boston Housing Authority, (4) the Welfare Department, (5) the Health Department, (6) hospital clinics, (7) the Visiting Nurses' Association, (8) the Family Service Association, (9) the Veterans' Administration, and (10) the Red Cross.

All applicants will be screened and designated as eligible or ineligible. The criteria for ineligibility are:

1. Severe mental retardation.[1]
2. Serious emotional disturbance.[2]
3. Gross physical handicap.[3]

Parental consent will be necessary for a child to be enrolled in the program. The mother must be willing to escort the child to and from each school session or must arrange for this to be done by some other responsible adult. Parents will be asked to produce each child's birth certificate and evidence of his vaccination.

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[1] It must be expected that most children will test low on the Stanford-Binet as a result of verbal/perceptual handicaps; the above means extreme mental immaturity.

[2] In case of doubt, a competent psychologist will make the decision.

[3] Such that the child could not be handled in a group.

Parental interest and cooperation are considered vital if the child is to benefit fully from the program, and these will be fostered and encouraged. Absence of such an attitude on the part of the parent, however, will not constitute cause for the rejection of a child. It may be assumed that precisely those children whose parents are hardest to involve will be the ones who most need what the program offers. For evaluation purposes, however, these children will be treated as a sub-group, and their achievement will be compared with that of children whose parents do cooperate.

Plans for testing and the behavioral measures to be used are described in the evaluation portion of this report. All children will be pre-tested as part of the interview procedures. Experimental and control groups will be post-tested immediately after the pre-kindergarten session closes, and at intervals, thereafter, until they reach grade three.

Recruitment, selection, and registration of children will proceed according to the following steps. The Boston School Department will send a letter to the parents of the children on the eligibility list, describing the program and telling them that their child is eligible. Interviewers, employed by ABCD, will visit each home and explain to the parents (1) that a demonstration pre-kindergarten program for forty children will be open in the area, to be sponsored jointly by the Boston Public Schools and ABCD, (2) that there will be no charge for attendance, (3) that since this is an experimental program, not every child interviewed will be chosen to attend, and (4) the criteria for enrollment. The interviewers will arrange an appointment at the two program sites for each child whose parents are interested and who meets the criteria. At this one-hour session the child will be registered and tested.

When eighty-plus eligible children for each of the two centers have been identified and tested, a random assignment of children will be made. From the total of eighty in each area, forty will be designated members of the experimental group to attend the pre-kindergarten classes. The remainder will become members of the control group. They will not attend the pre-kindergarten classes, but will be tested exactly as the others are, both groups being post-tested at the end of the pre-kindergarten session and at regular intervals thereafter to the third grade.

Each program location will be staffed with two senior teachers and an assistant teacher. The senior teachers will be permanently appointed teachers of the Boston Public Schools, assigned to the program by the Superintendent. Each assistant teacher will be a graduate from a college of education or nursery training school, similarly assigned.

There will be a morning session for 20 children and an afternoon session for another 20 children, each session lasting two hours. One senior teacher will work with the morning group and the other teacher with the afternoon group. Each teacher will spend the other session on records, preparation of lessons, and on work with parents. Each assistant teacher will work with both groups of children during the two daily sessions. One of the senior teachers will have overall charge of the pre-kindergarten program in both Roxbury and the South End. A program monitor, in the employ of ABCD, will observe the program and work with the teaching staff to insure that the program is implemented in accordance with the program and research design.

An advisory committee of specialists in the fields of early childhood education, medicine and psychiatry, psychology, and community services will meet regularly with staff working in the pre-kindergarten program. Members of this committee will be available for consultation and will assist in the in-service training of teachers.

3. Operation of Pre-kindergarten Program, April--June, 1964

Enrollment and testing of children and teacher orientation began in April, 1964, and pilot sessions of the pre-kindergarten classes were held in May and June. Classes began on Monday, May 4, and ran through Tuesday, June 16, inclusive, for a total of 32 school days.

It had been hoped to operate this preliminary program for a longer period, but the difficulties of finding appropriate space, ordering and obtaining supplies and equipment, drafting a tentative curriculum, and obtaining teachers precluded this.

Children were recruited on a "concentric circle" idea, focusing first on children who lived fairly near the Whittier Street classroom, and moving out to recruit larger numbers. The aim was to locate children who lived within walking distance of the school, since their attendance would be more reliable and their mothers more easily involved in the learning situation as they brought and called for their children.

A total of 52 children was involved. Of these, 40 designated as members of the experimental group, attended class in one of the two daily sessions. The control group was made up of the 12 remaining children.

This group of 52 children was recruited as follows: A list of 109 names was compiled from records of: (1) the Whittier Street and Mission Hill Extension Housing Projects, (2) the Welfare Department, (3) the Health Department, (4) the Society for the Prevention of Cruelty to Children, and (5) the Boston Public Schools (younger siblings of children enrolled in school). These families were visited by interviewers, who were people living in the neighborhood and employed by ABCD to handle this special assignment. They called at each home where they explained the nature of the program and helped interested parents fill out registration (application) blanks.

Parents indicating interest brought their children to the Whittier Street Pre-kindergarten facility for interview. The teachers met with the parents and filled out the Parent Interview Form. The parents were interviewed while the research staff simultaneously tested their children. A receptionist, in the employ of ABCD, greeted parents as they arrived and contacted those who failed to keep the first appointment.

Categories of children whose names were on the list of 109 described above, but who were ineligible or not enrolled for other reasons, are detailed in the research portion of this report.

At the end of the screening period, children remained who had completed all the required tests. Of these, fifty-one were Negro and one was white; thirty-three were girls and nineteen were boys.

One child was subsequently withdrawn from the program because his parents were upset by newspaper and T. V. publicity identifying the children as "deprived," since they felt that this would be detrimental to the child in the future if it appeared on his record. Another child failed to come to class even though she had participated in the testing. A third was withdrawn because his mother wanted to place him in an all-day nursery.

Teachers were to be selected from among interested, experienced kindergarten teachers permanently employed by the Boston Public Schools. (No nursery schools are operated by the School Department, and it was thought that of the available teachers in the system, the kindergarten teachers would have the sort of training closest to that desired for these younger children.) Since only white teachers proved to be available from this group and it was considered desirable that the teaching staff be racially integrated, the criteria were modified to include primary school teachers as well. From these two groups of Boston Public School teachers, the senior teachers for the program were recruited and assigned by the Superintendent.

The scarcity of staff in the Boston Public Schools made it necessary to release teachers for the program only when it was about ready to begin. This was done on Friday, April 17, 1964. The following week was a school vacation. The newly released teachers, however, were asked to work at Whittier Street setting up the classroom, organizing equipment and materials, and participating in orientation for the Pre-Kindergarten Program, which was scheduled to start on Monday, April 27. This was an initial drain on morale since the teachers were weary, had needed and counted on their holiday, and were suddenly plucked out of their own classrooms.

The orientation program included talks by ABCD's Supervisor of Education Programs and by the senior teacher on the nature and aims of ABCD and the purposes of the Pre-Kindergarten Program. The Head of the Boston School's Department of Pupil Adjustment Counselling spoke about services in the area for mothers (clinics, the school nurse, and other features of the program) which the teachers might wish to recommend. The Day Nursery at Columbia

Point Housing Project, operated by Associated Day Care Services, was visited. Lesson plans were made and discussed. The time available for orientation was, however, not only brief, but was broken into by the requirements for setting up the classroom and dealing with many mechanical but essential details. At the end of the first week, the teachers were clearly unready to begin, and the opening date was postponed until Monday, May 4. This provided a second week for setting up the classroom and for preparing more finished and satisfactory lesson plans.

The educational aspects of the pre-kindergarten program rested on a founcation of standard nursery school procedures and methods. The emphasis, however, was on curriculum assumed to be of particular value for these children through small-group lessons aimed at giving the children stimulating experiences in: (1) language, (2) auditory perception and discrimination, (3) visual perception and discrimination, and (4) motor control and coordination. Children were to be helped to join in group activities and to move toward sharing and interacting with others as part of their growth toward (5) socialization.

Regular nursery school activities were carried on with the whole group or with large segments of it, while a few children at a time participated in the small-group lessons. Each child experienced both aspects of the curriculum every day. Major large-group activities included: (1) housekeeping play, (2) block play, (3) graphic arts, including painting with poster paints and large brushes, drawing with crayons, cutting and pasting, using clay, play dough, and finger paints, (4) music and rhythms, (5) stories and verses read aloud, (6) the use of manipulative materials, such as puzzles and peg boards, (7) imaginative and dramatic play, and (8) outdoor play with large muscle-building equipment. Emphasis of the large-group activities and of the small-group lessons was on the basic aims of the program.

Routines necessary for the successful group life of small children in any nursery school situation were introduced, taught, reinforced, and adopted by the children. These included such matters as hanging outside wraps, washing hands, getting ready for a snack and eating in a social situation, proper use of the toilets, walking in orderly fashion to and from the playground, and learning to be attentive and to respond to the teachers' directions. The day's schedule alternated between active and quiet periods in order to build in the children a sense of pattern within the day and to develop their ability to respond appropriately to various kinds of activity.

Relationships with the parents were developed, insofar as was possible, during this brief session. Daily informal contact between the teachers and almost all the mothers occurred when the children were brought to school or were called for. (In a very few cases a child was brought regularly by an older sibling, a grandmother, a neighbor, or some person other than the parent.) Individual, extensive parent-teacher conferences were planned to meet any problem involving a child. Several mothers were asked to visit the classroom to observe their children. These observations, together with the teachers', were used as the basis for such a conference. On a few occasions, a parent requested a conference, though they were usually initiated by the teachers. The teachers had hoped to confer with each parent, but the limitations of time made this impossible.

There was evidence that this pre-school experience was meaningful to both children and parents. Parents frequently made such comments as: "He cries because he wants to go to school on Saturday." "She comes home and sings all the songs you've taught her." "He talks about his teacher every time he opens his mouth." Most parents seemed interested in the school and appreciative of what the children were getting from it after the initial hesitation and strangeness wore off.

An evening meeting for the parents of the children in the experimental group was held at the end of the session. Twenty-six parents, representing approximately half the families, attended. The atmosphere was one of friendliness and interest. These parents were shown the materials and equipment used by the children, and the aims and content of the program were reviewed with them. A McGraw-Hill movie of children in nursery school, Understanding Children's Play, and a brief sequence from the WBZ television program showing their own children in the pre-kindergarten class, served as a basis for discussion. There was an opportunity for questions to be raised and discussed by the group. Finally, the parents were given a booklet of suggested activities which they might carry on with their children during the summer to keep them moving ahead in the areas of language, sensory perception and discrimination, and motor control and coordination.

A similar meeting was scheduled for parents of children in the control group, but only three parents attended. They were told about the purposes of ABCD's evaluation and were given copies of the booklet described above. It is probable that both the lack of previous contact between teachers and the control group parents and the very brief notice of the meeting accounted for the small attendance at this meeting.

4. Program Problems

The program benefited from the thought and concerned effort of many individuals and groups. The following analysis of problems is meant to be candid, not condemnatory. It embraces a series of stimuli to improved action, not criticisms of the past.

1. The recruitment of children was only partially successful since too few subjects were obtained to make a proper balance between the experimental and control groups. In addition, there was a serious imbalance between boys and girls in the group contacted. There was a similar racial imbalance. (It may be impossible to alter this in the Roxbury program because of the residential pattern in the area surrounding the facility.

2. Only one site, Roxbury, was used instead of the planned two because a suitable location in the South End was not found in time.

3. The classroom space (a small room with a still smaller contiguous "office" for the teachers) was cramped. Its limited size hampered the group activities of twenty children at a time. The shape of this room was a narrow "L" broken by large pillars. It was impossible to see the whole room from any one point. Rhythmic activity of any freedom, an essential part of the music teaching, was curtailed drastically. Storage space was minimal. Opportunities for

housekeeping play and block play, involving ordering and organization of items (blocks, plates, pans) and group collaboration, were lacking or extremely difficult because of the small, crowded areas. The feeling of space and orderliness believed necessary for the optimal teaching of these nursery school children was lacking. Much teaching of discrimination and ordering by shape, size, and texture can be done in the course of getting out and putting away toys and equipment; but only if there is proper storage space, and if the room is large enough to allow clearly defined areas for the various major activities.

4. The second room, a very small one which opened off the main classroom, was used not only as the teachers' office and coatroom, but for the small group lessons (which is the focal point of this program), for parent-teacher conferences and staff meetings, as a storage room for supplies, and as the isolation room for sick children. It was unsatisfactory for any of these, much less all of them concurrently.

5. The equipment provided by the Boston Public Schools came largely from other kindergarten or primary classrooms. Some of it was well worn; much of it was too large in scale for nursery school children. Adequate shelf space for blocks was never obtained. Specially-purchased nursery school equipment, such as furniture for the housekeeping corner, was so poorly constructed that it hardly lasted the six weeks and will be unusable for a year-long program.

6. The orientation period for the teachers was too brief and interrupted by the need for setting up the classroom for immediate operation. Because the teachers were abruptly taken from their previous schools and classrooms, lost their spring vacations, did not completely understand the operation of the program or what was expected of them, and could not fully visualize the demands of an experimental curriculum, their morale was low and there was considerable waste motion.

7. In-service training and/or teaching staff discussion and planning was lacking because of the fact that no time for it had been built into the weekly schedule. This also adversely affected morale and the development of

curriculum. The teachers had the continual feeling that demands were being made on them which they could not anticipate and were unable to meet.

8. The keeping of essential records was difficult and demanding during this initial session due to the fact that available forms were not always appropriate for the task.

9. A considerable delay intervened before the assistant teachers, who were to work with the senior teachers, could be found and appointed. Consequently, until the end of May three of the four senior teachers carried on the planning and teaching as a group. Thus, only in the final two weeks of the program did the staff coincide with the table of organization in the program design. As a result, less immediately pressing but important elements of the program (e. g., work with parents, record keeping, the development of new lessons) received minimal time and attention from the teachers.

10. The curriculum can be more closely adapted to the children's needs and interests than was done during the pilot run. The small-group lessons developed during this initial period were remote from the children's experience, too didactic and formal, and were presented at too rapid a pace. Too many items were considered at a single time. The large-group activities can be pointed more directly toward developing children's strengths in the areas of need. More exact and detailed records of what was taught can be kept, provided the teachers have the time to complete them.

11. The parent program, during this pilot operation, was scanty and superficial. It failed to reach parents who did not take the initiative for making contact with the teachers (and these, presumably, would be the ones most in need of what it could give). This occurred because of the other demands on the teachers, outlined above, their limited time; and also because six weeks was too short a period to raise questions with the parents which would demand a longer development of understanding in a continuing relationship between home and school (e. g., questions of discipline, parent-child relationships, parents' aspirations for their children, and other basic concerns).

12. The planned research data were not completed, since the control group children were not post-tested.

Because this was a new kind of program, it aroused marked interest, and it became a problem to keep the numbers of visitors from interfering with the teaching-learning operation.

5. Summary of Evaluation Design[4]

In order to attempt to answer the four basic research questions posed for the ABCD program--who was exposed? what were they exposed to? did they change? and can the changes be attributed to the intervention?--the following principles and procedures have been established for evaluation of the pre-kindergarten program.

a. Target Population. As stated earlier in this report, the target population includes eligible 3 1/2 to 4 1/2 year-olds residing within walking distance of each of the two program sites. The age limits have been set so that the children in the program will be eligible for first grade in the Boston schools two school years later.

In an attempt to gain more insight into background factors which influence learning in the primary grades, the research staff constructed an interview schedule to be used with the parent. Such an interview will supplement the interview of the program staff, providing information on such things as: family, parent personality factors, parent aspirations for their children, attitudes about the capacities of children, child rearing practices and the child's history.

b. What Procedures Were Used and With Whom. In order to answer the second question concerning the procedures used in the program, detailed information will be gathered on the materials used, the frequency of their use, teaching procedures and approaches used. In particular, an effort will be made to detect variations which may develop among the four separate sessions.

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[4] A more detailed version of this design is available on request. It includes material describing the process and the problems involved in developing the research design.

The teachers will keep regular anecdotal records and logs of observations of the child's behavior. At regular intervals, lessons and activities will be filmed and taped. Through the above methods ABCD hopes to assess the process as well as the final outcomes of the program.

c. Was There Any Change? The primary objectives of this program are:

1. Development of verbal ability;
2. Development of auditory perception and discrimination;
3. Development of visual perception and discrimination;
4. Development of motor skills;
5. Development of socialization.

The research staff considered a number of possible instruments to determine the level of performance the child has reached at the time of screening and to measure changes in performance over time. There are no standardized tests available which give a true estimate of the ability or potential learning capacity of these children. Most, if not all, of the available tests are based on a series of tasks culturally slanted toward suburban middle-class experiences foreign to children living in an urban lower-class community.

However, the purpose of the evaluation instrument is not to measure potential learning capacity but to measure the children with respect to those ability dimensions (a) in which it is believed they are deficient, (b) which are believed to be handicaps to later learning in school, and (c) which the program aims to change.

Therefore, the Stanford-Binet was selected since it is among the best known and most widely used of the mental abilities scales. The results yield IQ and mental age, but do not subdivide into such factors as verbal fluency, memory, and spatial relationships. Although the test does not make such a claim, clusters of items clearly do measure such abilities. For example, an item calling for the repetition of digits necessarily bases it results on the child's ability to recall what has been said to him. It seems logically justifiable

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to use Binet results to indicate relative strength in several of the areas of particular concern to this program.

In the use of this test ABCD hopes to answer three questions:

1. Does exposure to the pre-kindergarten program change the total score on the Binet significantly?
2. If change does not occur in one direction uniformly throughout the distribution, what are the characteristics contributing most to the change observed?
3. If change occurs, what type of item accounts for such change?

In addition, to assess the child's mastery of grammar in his language development, ABCD is using the Berko Test of Knowledge of English Morphology, developed by Jean Berko and Rober Brown at Harvard's Cognitive Studies Center. Picture cards are used in testing children's knowledge of the morphological rules of English; i. e., the rules governing "grammatical inflections of words as they undergo modification of tense, number, case, person, etc."[5] The test has been used on children aged three through seven. The research staff proposes to use it on children aged 3 1/2 to 4 1/2.

The cards portray humorous animal and bug-like creatures as well as persons engaged in various actions. In order to rule out the possibility that a child has simply memorized, for example, that "witches" is the plural of "witch," mainly nonsense words are used throughout this test. Thus, if a child is given a nonsense word ("gutch") that he has never seen before and correctly forms its plural ("gutches"), it is obvious that he knows the rule for the formation of regular plurals in English. He cannot, of course, articulate the rule at his age.

As a measure of the child's ability to discriminate between similar sounds, ABCD is also administering the Boston University Picture Sound Discrimination Test. This test consists of 36 cards. Each card contains three sections with two pictures in each section. These two pictures are either identical or differ by one phoneme. For example, the first card contains in the first frame pictures of two cats; in the second frame, a cat and a bat; and in the third frame, two bats. The child is asked to point to cat-cat or bat-cat.

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[5] John Carroll in Psycholinguistics, Sol Saporta, Ed.: P. 335.

There is a long form and a short form of this test. The long form is administered by using all cards in the test; the short form uses only those sound pairs which have been found to be most difficult for kindergarten and first-grade children. The short form of the test contains eight initial consonants, ten final consonants and six medial vowels. In use of this test, the research staff has added two cards to the short form which tests ability to discriminate between two words which differ by the medial vowel only (cap-cup).

The research procedures will also include the use of a form on which the observer records as completely as possible the child's behavior for seven or eight two-minute intervals. The description includes not only physical actions and expressive movements (frowns, gestures), but also examples of verbal behavior. Whenever possible, the description includes direct quotations.

Through an analysis of the pre-post-testing, ABCD will be able to answer the following questions:

1. Was there an overall change in the direction predicted?
2. Were there groups of individuals within the population who showed greater, less, or no gain?
3. Were there gains on some, but not all, of the primary objectives?

d. Are Changes Attributable to the Program? In order to answer the fourth question--whether changes, if they occur, can be attributed to the program--control groups are required to provide an estimate of what changes would have occurred had there been no intervention.

The screening and selection procedures for the program have been designed to provide control groups for the two morning and afternoon groups at each of the program sites in Roxbury and the South End. ABCD will test about twice as many children as will actually be accepted into the program. From the group tested, the program staff will designate those eligible for the program (no evidence of severe mental retardation, emotional disturbance, or major physical handicap). A list of the names of eligibles will be compiled and assigned numbers. The experimental group will then be selected by a table of random numbers. Those not designated as experimentals will be the controls for this program.

All the children in the experimental and control groups will have been pre-tested on all the instruments used both in the screening procedures and by the research staff. In addition, background and attitudinal information will have been obtained from a parent or guardian of each of the children designated as eligible for the program.

Since the pre-kindergarten program is designed as a full school-year program, each of the tests designed to measure the desired changes specified by the objectives of the program will be administered to all the experimental and control children at the end of the first implementation of the program.

To answer the above question, a comparison will be made of the pre-and-post scores on the Binet, Boston University Picture Sound Discrimination Test and the Berko Test of English Morphology, for the experimental and control groups. The children designated as eligible for each session will be paired at random; one will be assigned to the experimental group and the other to the control. In the event that an experimental child withdraws from the program, his matched pair will be dropped from the control population.

The research tests will be administered to all the new experimentals and controls in September and June of each succeeding program year.

If adequate resources are available, the performance of the experimentals and controls in the first, second and third grades of elementary school will be compared.

6. Research Activities, Findings and Analysis

Implementation of the evaluation design outlined above involves a series of tasks:

Gathering and analyzing data concerning the demonstration program population so that a check of their eligibility can be made and so that judgments can be made concerning the relationship of the demonstration program population to the defined target population--

Data gathering and analysis concerning the characteristics of the demonstration program population--experimentals and controls--so that they can be described and compared, so that a record can be maintained concerning the types of individuals the program reached, and so that these characteristics may later be related to outcome findings--

Implementation of the research selection procedures so that one or more sets of comparable experimental and control groups can be formed--

Pre- and post-testing the experimental children so that estimates of change in performance can be made--

Pre- and post-testing of the control group so that comparisons with the experimental group and estimates of whether the program had impact can be made.

All of the above have been completed except the analysis of the data concerning the background and characteristics of the children and the post-testing of the control group. These limitations re-emphasize the preliminary status of this report.

a. Reaching the Target Population. The program assumes that cultural deprivation is related to environmental factors which are found more frequently in neighborhoods characterized by: broken homes, extended families, high unemployment rate, working mothers, poor housing facilities, etc. Although not all children living in these neighborhoods would be described as culturally deprived, it is hypothesized that there would be many children who fit this description living there.

The school site was chosen in a neighborhood which by reputation and statistics[6] fits these descriptions. The target population was defined as all children who lived within "walking distance" of the school and met the following additional criteria:

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[6] The Boston Youth Opportunities Project: A Report and A Proposal, ABCD, December, 1963, Pages 44-45, 47-50.

(1) Age: The program design calls for a lower age limit of 3 1/2 years to an upper age limit of 41/2 years at September entrance. Since the trial program began in April, the age limits were adjusted accordingly. This meant that the children eligible for the program were seven months older than the September criteria. Children were eligible for the program if they were born between April 3, 1959, and April 2, 1960. They would then be eligible for kindergarten in the Fall of 1964, and for the first grade in the Fall of 1965.

(2) Residence: The area defined as being within walking distance of the school site was bounded on the north by Walpole Street, the east by Shawmut Avenue, the south by Roxbury Street and the west by Columbus Avenue. These boundaries were adhered to except for families living in the Mission Hill Project Extension, which lies just outside the Columbus Avenue boundary, and one child living outside the northern boundary.

Census tract areas included in the definition of "walking distance" include the major portion of Tracts R2 and R3 and less than a quarter of Tracts R1 and S2. The Mission Hill Housing Project lies in Tract S1. See Table I for census tract characteristics.

b. Selection Procedures. The first step in the attempt to reach the target population was to obtain names of children eligible by age and residence. The Welfare Department, the Health Department, the Boston Housing Authority, and the Boston Public Schools were contacted and lists obtained from each of these sources. After duplications among these lists were eliminated, 117 children were identified. Of this group, eight were found not to be of the correct age, leaving 109 children to be checked further as to eligibility. Program representatives tried to visit all 109 homes to describe the program and encourage participation. However, there were twenty-four families who could not be contacted because they had moved, the address was wrong, or there was no one at home--even after repeated efforts.

TABLE I

CENSUS INFORMATION ON BOSTON CENSUS TRACTS REPRESENTED IN PRE-KINDERGARTEN TARGET AREA*

Boston Census Tract	Race in Percentage			Median Income	Percentage Unemployed	Population per Household	Median Education (persons over 25)	Proportion of tract area inscribed by "Walking Distance"
	White	Negro	Other					
R3	16.4	82.9	.7	$2,750	8.7	2.92	8.8	Majority
R2	45.1	54.4	.5	3,648	14.7	2.91	8.9	Majority
R1	4.3	94.9	.8	3,178	11.7	2.48	8.7	Less than 1/4
S2	98.0	1.9	.1	4,000	6.6	2.99	10.2	Less than 1/4
S1	68.2	30.6	1.2	$3,354	4.4	2.42	12.1	Small Fraction (only a housing project)
L3								only one child--data not presented as being misleading
Boston								

*U. S. Censuses of Population and Housing:
1960 Final Report PHC (1) - 18.
Census Tracts: Boston, Massachusetts.

Of the 85 mothers who were contacted, four said they were not interested in the program, and 18 reported that their children were already enrolled in a school or nursery. Five could not participate for personal reasons, such as illness of the mother or child. Appointments were made for the remaining 58 mothers to bring their children to the school twice--for application procedures and for testing. Six of the mothers failed to keep these appointments, leaving 52 mothers and children who were enrolled in the program.

On the basis of the observations made during registration and testing, the teachers decided that all 52 children met the other criteria for eligibility in the program--no severe intellectual, emotional, or physical disability.

The children ranged in age from four years, one month, to five years, no months. The median age was four years and six months. The 52 children included 19 boys and 33 girls. The median age for the boys and the girls separately was also four years, six months. The children came from six census tracts.[7]

To get the program launched, it was necessary to rely on welfare and school lists, the welfare list being the most extensive. It is quite possible that there are numbers of people living in the neighborhood whose names are not revealed by such lists.

Because of the possibly heavy reliance on welfare lists, eighty-three per cent of the families who applied to the program came from public housing in these areas. This is undoubtedly a special population because of the screening procedures used in admitting families to housing projects. The two standard requirements are: (a) low income and (b) a need for housing. Out of this group, however, the Boston Housing Authority selects those people who meet "strict" criteria. The policy of the BHA excludes any persons having a probation record. This includes offenses such as morals charges and drunkenness.

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[7] Thirty-four from Tract S1; 12 from R3; 3 from R2; and 1 child each from Tracts R1, S2, and L3.

It also excludes any woman with an illegitimate child under the age of eight. "Good tenants" are desired and periodic visits are made to the apartments without notifying the tenants in order to check up on infractions of this code.

These procedures and their results have implications for two important aspects of the demonstration. One concerns the whole problem of obtaining a representative sample; the other concerns the program goal of serving the culturally disadvantaged.

Demonstrations, by their nature, require that the experimental and the control groups be drawn in specified and repeatable ways from representative samples of some specified population or populations. To the extent that this condition is not met, generalized application of the findings resulting from the demonstration to broader populations becomes increasingly hazardous. The recruitment procedures used in this phase are questionable, when viewed as an attempt to obtain a representative sample.

Similar considerations apply to the issue of whether the children met the criterion of "cultural deprivation." Since no satisfactory and applicable definition of cultural deprivation has yet been developed, this program and its selection procedures have proceeded on the assumption that if areas are chosen on the basis of certain population characteristics--e. g., low median income, low median years of education, high unemployment, high proportions of low-prestige occupations--the children living in such areas will have a high probability of being "culturally deprived." As valid as this assumption may be, the selective factors which appear to have been operating raise questions about the degree of cultural deprivation of the ultimate demonstration population--in this instance, the degree of cultural deprivation of children relative to the degree of cultural deprivation of the remaining children of the same age in the area who did not apply and who were never identified.

Certainly these families from public housing are low income and must suffer from economic deprivation. On the other hand, it is easy to believe that families who are ineligible for public housing for reasons other than income level would represent more marked "cultural deprivation." By selecting children from the projects the program may well be missing many of those children who most need educational guidance and the help of the community in adjusting to the demands of school.

Recommendations to be presented later in this report include a suggestion as to how these issues might be more satisfactorily handled.

The high girl-boy ratio (33 to 19) in the group of 52 applicants is an additional clue that selective factors may have been operating. The number of girls is greater than would be expected by chance, since there are probably an approximately equal number of boys and girls of that age living in the area. It is impossible at this time to explain this occurrence. It may be a function of the sources of names, a peculiarity in distribution of boys and girls born in 1959-1960, a greater interest of mothers of girls in this type of program.

c. Assignment to the Experimental and Control Groups. There were only 52 applicants for the program and the program required 40 children--20 in the morning and 20 in the afternoon. Since this phase of the program was in many respects a trial effort, it was decided to fill all the program positions and designate the remainder as controls. In addition, since there were 33 girl applicants and only 19 boy applicants and an approximately equal sex ratio was desired, it was decided that all the boys would be enrolled and that only the girls would be divided into an experimental and control group. Of the 33 eligible girls, 21 were randomly selected for the experimental group, thus leaving a boy-girl ratio of 19 to 21 in the program. Table II shows these allocations.

The experimental group was divided into two classes: one to meet in the morning, the other in the afternoon. There were two criteria for this selection:

1. That the groups each have approximately the same number of boys and girls;
2. That, when possible, the preference of the parent for the morning or afternoon session would be honored.

Fifteen of the mothers showed a preference for one or the other session. The distribution of their choices made it possible to accommodate all of them.

TABLE II

ALLOCATION OF ELIGIBLES INTO EXPERIMENTAL AND CONTROL GROUPS

EXPERIMENTAL GROUP*		CONTROL GROUP	
Boys	Girls	Boys	Girls
19	21	0	12

*The analysis included in this report deals with an experimental group of 17 boys and 19 girls. This is because 2 boys and 1 girl dropped from the program and 1 girl was not available for further testing. In future analyses, however, these children will still be considered part of the experimental group.

TABLE III

SEX DISTRIBUTION IN CLASS GROUPS

(showing assignments of children with
and without time preferences)

	No. in Class		Showed Preference	No Preference Showed
Morning	Boys	10	5	5
	Girls	10	5	5
Afternoon	Boys	9	4	5
	Girls	11	1	10

The other 25 children were randomly selected to fill in the empty places that were left. Table III shows the assignment of the experimentals to the AM and PM sessions.

The plan in the evaluation design to pair members of the experimental and control groups on the basis of matched characteristics was not implemented because of the extremely small number of control cases.

d. Pre-Testing. All 52 of the applicants were administered the Stanford-Binet, the Boston University Speech-Sound Picture Discrimination Test and the Berko Test of Knowledge of English Morphology by trained examiners. These tests were administered in two sessions on the days when the program staff was screening the applicants as to eligibility for enrollment. On the whole, the children responded very well to the Binet. Of the 52 children tested, only one child could not perform on this instrument. However, the Boston University Speech-Sound Picture Discrimination Test proved to be a very difficult task for most of the children. Thirty-three children made a minimal score on the test by guessing at the answers or random pointing, while 19 children were entirely unable to grasp the directions. The Berko Test was even more difficult for more of the children. Only 11 children were able to respond correctly to any of the items, while 41 did not respond correctly to any of the items. Thus, in the analysis of data summarized in this report, only those children for whom there were complete pre- and post-data on these instruments will be included.

The Timed Interval Survey described in the evaluation design was tried but proved to be impossible to use during the pre-testing period. The parents frequently arrived late for their appointments accompanied by younger members of the family. Thus, the examiner who was to make observations of the mother and child when they arrived, found herself helping the mother settle down, amusing the younger children, or establishing rapport with the child to be tested.

e. The Background Interview. Administration of the parent interview schedule was fully implemented.[8] Program staff conducted the interviews as part of the general screening process. Although much of the major analysis of this data is incomplete, some information will be used to describe the experimental population in the next section of this report. In addition to providing a basis for future explorations of possible relationships between traditional background variables and the performance variables, efforts are being made to extract some measures which may constitute indicators of cultural deprivation. These materials and findings will be presented in a subsequent report.

f. Characteristics of the Experimentals. As shown in Table IV, the median age of the boys in the experimental group was four years, six months; and of the girls, also four years, six months.

Twenty-four of these children came from census Tract S1, the housing project. Fifteen came from Tracts, R3, R2, R1, and S2, immediately surrounding the school site, while one child came from Tract L3. A total of thirty-two experimental children, or 80%, came from public housing.

The Stanford-Binet IQ pre-test scores ranged from 57 to 126. One girl refused testing. For the rest of the 39 children, the average IQ score was 91.5. The boys had an average pre-test score of 92.6, the girls, an average pre-test score of 90.5.

Three children left the program, two boys and one girl. One boy was withdrawn by his mother after a newspaper article described the program as being for "culturally deprived children," since she felt this did not apply to her child. The other boy was withdrawn so he could be enrolled in another nursery program which ran for a full day. The girl showed severe separation anxiety. Her mother did not bring her back after the first day, and when contacted, had lost interest in the program.[9]

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[8] Copies of the Interview Schedule are available upon request.

[9] In the remainder of this description of the characteristics of the experimental population, only thirty-six children are included; the three children who dropped out of the program and one child who was not available for post-testing have been excluded.

TABLE IV

DISTRIBUTION OF CHRONOLOGICAL AGES OF EXPERIMENTAL CHILDREN

EXPERIMENTALS
N = 40

	No. of BOYS	No. of GIRLS
4 years 1 month	1	3
4 years 2 months	1	0
4 years 3 months	3	1
4 years 4 months	2	3
4 years 5 months	1	3
4 years 6 months	2	2
4 years 7 months	2	2
4 years 8 months	2	2
4 years 9 months	1	1
4 years 10 months	3	1
4 years 11 months	0	2
4 years 12 months	1	1

MEDIAN AGE OF EXPERIMENTAL GROUP

BOYS X = 4 years 6 months

GIRLS X = 4 years 6 months

TOTAL X = 4 years 6 months

TOTAL BOYS	TOTAL GIRLS
19	21

All but one of the children in the experimental group were Negro. Twenty-five children came from intact homes, i. e., both their father and mother are presently living in the home. One child was adopted when he was between six and eleven months old. Of the children without their natural fathers present, one child had a step-father who entered the home when he was at the age of one to two. Of the remaining nine children, one lived with the mother and grandparents, and another lived with the mother and an aunt and uncle. There was no adult male resident in the homes of seven of the children.

The average amount of education for both the mothers and the fathers was Grade 10. 3. The median grade for the mother was the 10th grade; and for the father, the 11th grade.

The major source of income in the families was as follows:

Unemployment (fathers)	22
Unemployment Compensation	1
Aid to families with Dependent Children	7
Social Security	4
Other	2

Twenty-one of the employed fathers were in the occupational groups of manual or protective and service workers. One was a clerical-sales worker. The Hamburger scale was used to describe the socio-economic status of these jobs. This scale rates the highest professional level as 1, down to the lowest at 7. One father held a job at level 4, which is a highly-skilled manual worker. Five fathers were rated at level 5: manual workers, skilled at the journeyman's level; protective and service workers, such as butcher, baker, and mail carrier. The remaining 11 were rated at level 6: semi-skilled to low-skilled factory workers or, in construction, helpers to skilled craftsmen.

g. Exposure to the Program. During the six-week trial period that the program was in effect, the teachers were given considerable freedom to develop curriculum and techniques with the understanding that results would help to determine plans for the full-year program beginning in the Fall. It was decided that during the period in which the curriculum was being developed, it would be difficult to obtain standardized reports that could be used for research purposes. Consequently, no reports or logs were required from the teachers by the Research Department.[10]

Theoretically it would have been possible to observe the program in operation. However, the large number of visitors, enthusiastic and curious about the program, made it impractical to send additional observers into the schoolroom without seriously over-populating it with adults. Moreover, as previously noted, the teachers were still developing a new curriculum and were understandably hesitant about doing this in the presence of observers. Also, while there was sufficient staff to observe during the first three weeks of the operation, it would have been impossible during the last half of the period because staff was pre-empted by the concurrent testing of the population in the demonstration reading program and by the post-testing of the pre-kindergarten children.

As a result, any descriptions of the procedures are anecdotal, personalized, far from satisfactory for evaluation purposes. However, beginning in September, 1964, the teachers will use forms to record each child's experiences, the number of times he has such experiences, and his reactions to them. For example, each teacher will keep a log in which she will enter what she taught in both small and large group sessions, who was present, what each child seemed to gain from the lesson, and recommendations for the next lesson.

Observers will be trained to sit in on classes and note what activities a child selects, the length of time he spends at a given activity, and the number and nature of the contacts he makes with other pupils and the teacher. If resources permit, tape recordings of the small group lessons in the skill areas, such as vocabulary development, will be made and analyzed for growth in verbal expression. These tapes will be analyzed to measure development in the length of sentence, increase in vocabulary, inclusion of more grammatically complete sentences, and growth toward more precise expression of ideas.

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[10] Though the regulation school records were, of course, completed by the teachers.

In the analysis of this year's program, the only measure of exposure is attendance. As may be seen in Figure 1, the average daily attendance was 32.8. This was based on 27 days, since the children were required to attend only three days of the first week, the orientation week. The average number of absences per child was six days out of the 30 days the program was in operation. The implications for data analysis and recommendations to the program staff are discussed below.

h. Measurement of Changes on the Stanford-Binet Test. In the analysis of data which follows, there are two questions which require answers. One of these: Did the scores on the Stanford-Binet test of the children exposed to the pre-kindergarten program change in the desired direction?

Before launching into a detailed discussion of the statistical analyses used, a brief review of some of the basic concepts of probability and hypothesis testing will be presented.

Testing human abilities can hardly approach perfection. Errors in measurements are due to the fact that the tests are not accurate instruments.[11] It is assumed, however, that these errors operate in a random or chance fashion, i.e., they obey the laws of probability.

In testing hypotheses, the important thing is the probability that the differences observed are real differences, or conversely, the probability that they are due only to the chance fluctuations described above. Thus, while uncertainty cannot be eliminated entirely, at least the probability that the inferences are correct may be specified.

Most tests of statistical significance yield a statistic with a certain probability associated with it. Thus, in the case of the "t" test for the difference between means which will be used later in the analysis, first a value for

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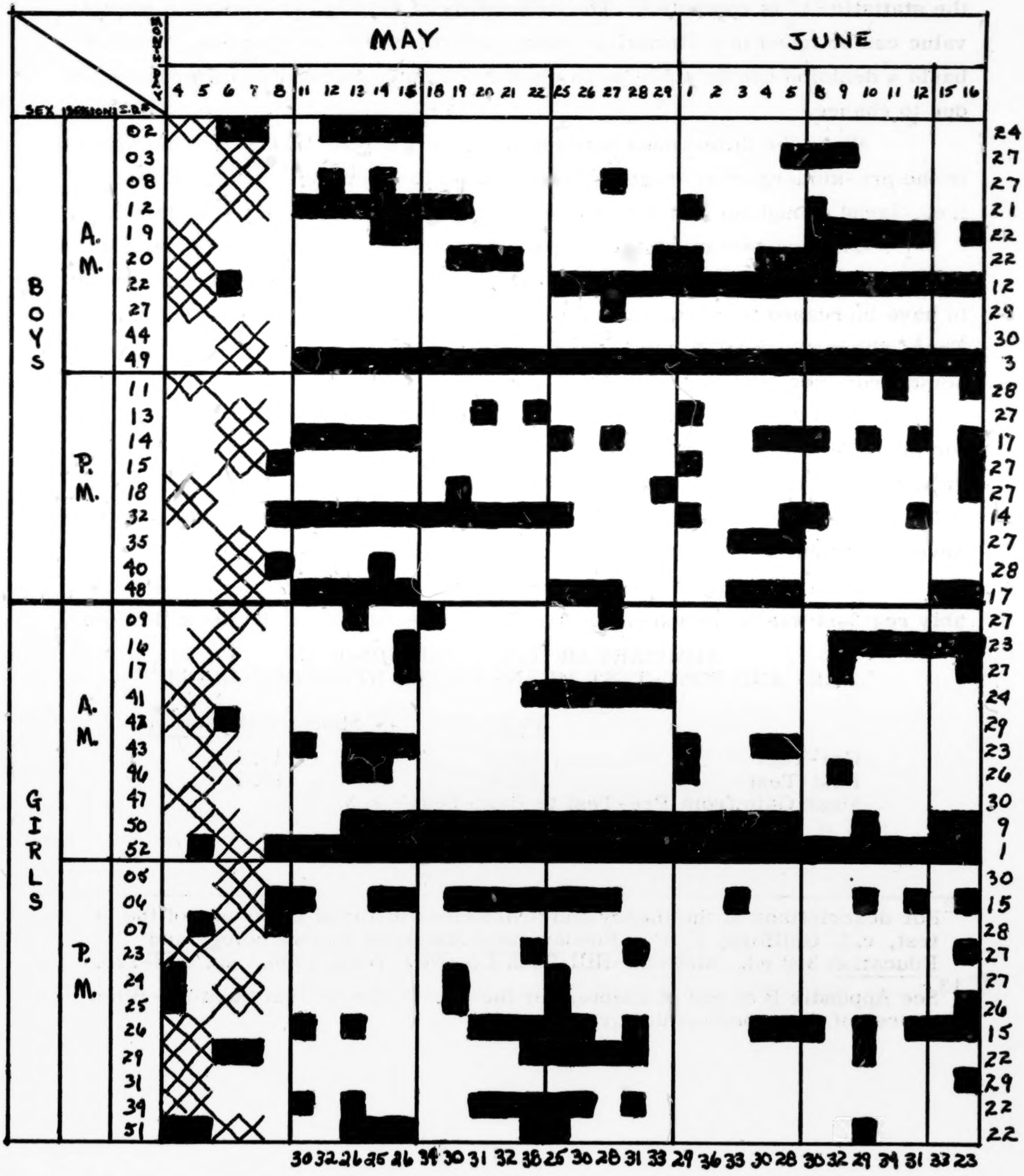
[11] For a more extensive discussion of sources of error see Anastasi, Anne. Psychological Testing 2nd ed. MacMillan Co. New York. 1961. pp. 105-111.

FIGURE I

PRE-KINDERGARTEN ATTENDANCE RECORD

FOR MAY AND JUNE 1964



☐ = present ☒ = not scheduled to appear ■ = absent the statistic "t" is computed. The probability of getting this high or higher a value can be found in a statistical table constructed for the purpose. On this basis a decision can be made as to whether or not the observed differences are due to chance.

Were the differences between the pre- and post-test means of children in the pre-kindergarten program large enough to be statistically significant, i. e., large enough so that it would not be expected on the basis of chance alone?

The pre-test mean for the experimentals on the Stanford-Binet was 91. 6, with a standard deviation of 14. 4.[12] At post-test, this mean was found to have increased to 93. 9, while the standard deviation decreased to 13. 1. Thus, the mean score for the experimentals showed an increase of 2. 3 IQ points from pre-test to post-test.

This difference was found to be statistically significant when a "t" test for the differences between means was applied and the statistic "t" computed; "t" was found to be 1. 67 and the probability associated with it was less than 0. 07. Therefore, an increase this large or larger would be expected less than seven times out of a hundred on the basis of chance.

Thus, the change in Binet scores from pre-test to post-test is probably real and was in the expected direction. A summary of the above follows:

SUMMARY OF THE COMPARISON OF PRE- AND POST-TEST MEANS ON THE STANFORD-BINET[13]

	Mean	Standard Deviation
Pre-Test	91. 6	14. 4
Post-Test	93. 9	13. 1

Mean Gain from Pre-Test to Post-Test = 2. 3
N at Pre-Test = N at Post-Test = 36
t = . 67 p 0. 07

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[12] For descriptions of the theory and procedures involved in the use of the "t" test, c. f. Guilford, J. P., Fundamental Statistics in Psychology and Education 3rd ed. McGraw-Hill Book Co. New York, 1956. pp. 203-226.

[13] See Appendix B at end of chapter for the pre- and post-test Stanford-Binet scores of the experimental group.

Having concluded that there probably was a real change from pre-test to post-test in the Binet scores of the children exposed to the program, a second question may be raised: Did change occur uniformly throughout the distribution?

One way of answering the problem of uniformity of change is to determine the degree of association between the pre- and post-test scores. If the two sets of scores are closely associated, i. e., if individuals tend to keep their same relative positions in both the pre-test and the post-test distributions, it can be concluded that change was relatively uniform throughout the distribution.

One of the best quantitative measures of the strength of the relationship between two sets of scores is the correlation coefficient, r. "A coefficient is a single number that tells us the extent to which two variables are related; that is, the extent to which variations in one go with variations in the other."[14] The possible values of r extend from +1.00 to -1.00. An r of +1.00 indicates a perfect positive relationship between the two sets of scores and an r of .00 indicates no relationship at all. An r of -1.00 indicates a perfect inverse relationship.

A Pearson product-moment correlation coefficient for the pre- and post-test Stanford-Binet scores was computed and found to be +.82, indicating a very strong positive relationship between the two sets of scores. This association is shown graphically in Figure 2. Each point on the scatter diagram represents one individual's scores on both pre- and post-tests. If a perfect relationship existed between the two sets of scores, all the points would fall on a straight line. Since the relationship is strong, but not perfect, the points are scattered about in a way that approaches linearity. Thus, it can be concluded that while change occurred in a relatively uniform manner, it was not perfectly uniform.

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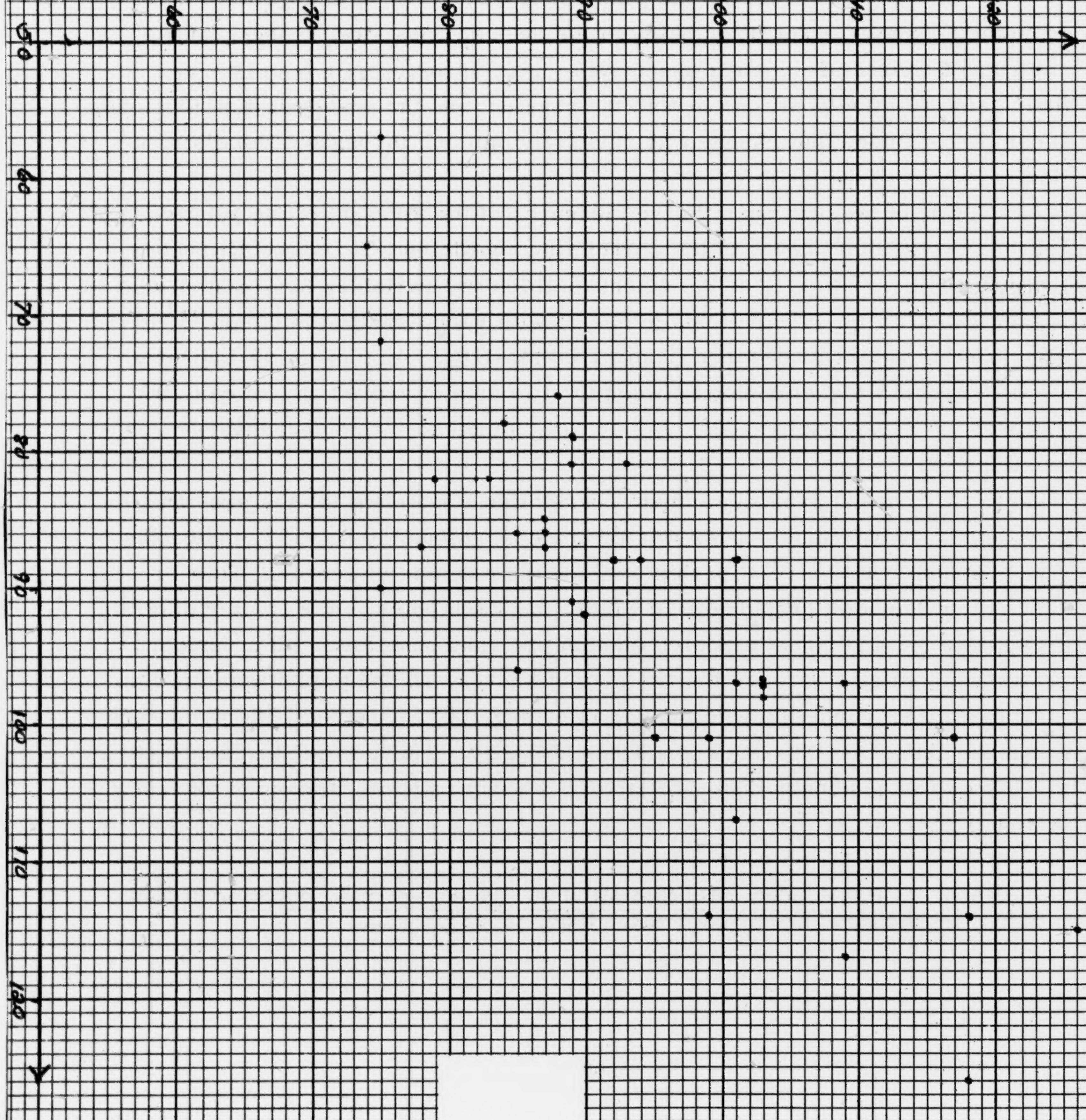
[14] Guilford, J. P. Fundamental Statistics in Psychology and Education 3rd ed. McGraw-Hill Book Co. New York. 1956, p. 135.

FIGURE II



SCATTER DIAGRAM OF PRE- AND POST-TEST BINET SCORES

One of the properties of the product-moment correlation coefficient r is that when it is squared, it tells us the percentage of the change which is predictable.

Squaring .82 indicates that approximately 67 per cent of the change on the post-test could be predicted from the pre-test score. This leaves 33 per cent of the change yet to be explained. Could this change be due to certain individuals with specific characteristics? The answer is yes, but it is not likely. The reliability coefficients reported in the Binet manual for this age group fall in the .80 range.[15] It would seem that the test itself would only be expected to account for 64 per cent of the change on the post-test scores. The unaccounted variations are most likely to be due to measurement error and other factors inherent in the test.[16]

Ultimately, it is hoped that the evaluation effort will be able to contribute to an understanding of the kinds of substantive changes that occurred and their possible relationship to subsequent performance by these children. With this in mind, an effort is being made to devise a new means of scoring the Binet.

This method should yield finer discriminations between the abilities of different children in verbal, motor and visual skills. These new scores will then be factor-analyzed in an effort to identify clusters of items which are measuring these skills.[17] If such clusters can be isolated, a more precise means of assessing the impact of the program on these specific skills will be available.

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[15] Terman, Lewis M. and Merrill, Maud A., Stanford-Binet Intelligence Scale: Manual for the Third Revision Form L-M. Boston: Houghton.

[16] For a discussion of the use of a correlation coefficient as an estimate of predictable variation see McNemar, Quinn, Psychological Statistics, New York: John J. Wiley & Sons, Inc., 1957. pp. 139-140.

[17] For an explanation of the technique of factor analysis see, Blalock, H. M., Social Statistics, New York: McGraw-Hill, 1960, pp. 383-391.

i. Measurement of Changes on the Boston University Speech-Sound Discrimination Picture Test. Due to testing difficulties, there were only fourteen children, five boys and nine girls, from whom complete pre- and post-measurements on the B. U. Speech-Sound Discrimination Picture Test were obtained. The pre-test mean for this sample was found to be 12. 1 points and the post-test mean was 13. 4 points, yielding a mean difference of 1. 3. Although this change was in the expected direction, it was not found to be significant, even at the 0. 10 level of confidence.

Next, it was decided to increase the sample by including those children who had only partial pre- and/or post-test scores. These scores were "incomplete" in the sense that the examiner found it impractical to administer the entire test. This occurred for a number of reasons; e. g., the child became restless, distracted, refused to continue. In these cases, the partial score was treated as a total score for the test, i. e., it was assumed that had the child been exposed to the rest of the items, he would not have gotten any more correct. Using these partial scores increased the N to 22 (nine boys and thirteen girls). The pre-test mean dropped to 10. 4, while the post-test mean dropped to 12. 6, showing a mean difference of 2. 2 points.

Using a "t" test for correlated means, this difference was found to be significant (p. 0. 05). It should be noted that there were three children who were unable to cope with the test at all on the pre-test, but did comparatively well on the post-test. Had these three been included, the mean difference would have increased to 3. 6 points, which is significant at p. 0. 01.

j. Measurement of Changes on the Berko Test of Knowledge of English Morphology. Due to the rush in testing at the beginning and end of the program and to frequent absences for which there was no opportunity to reschedule, the amount of data collected on the Berko Test was insufficient to permit statistical analysis.

k. Measurement of the Impact of the Program. The measurement of the impact of a program requires that there be reason to believe that the changes that occurred were brought by exposure to the program; that is, that the changes in scores would not have occurred had the individual not been exposed to the program. It is not enough that changes--even significant changes--occur. In order to determine whether specified changes in the behavior of the experimental group can be attributed to exposure to a program, a control group is required. The control group provides a basis for estimating what the experimentals would be like if they had not been exposed to the pre-kindergarten program. First, both groups must be tested to obtain some measure of whatever the program is designed to change, e.g., auditory discrimination. Then, after the program is over, both groups are re-tested and their performance is compared. If there are not differences between their performances, it can be assumed that either the program did not have an impact or that we did not measure the change which took place accurately. Both groups may improve their performance, but the experimentals may improve significantly more than the controls. Then, it may be assumed that the program had an impact on the experimental's development of the tested skill. Another possibility would be the control group losing ground on a skill while the experimental group improved. In this case, the program would have prevented loss in skill performance. There are reasons to hypothesize that the latter possibly may occur with this group of children, although for reasons to be explained shortly, this cannot now be documented. As children from low socio-economic areas continue in school, they tend to fall progressively behind their peers who come from more privileged environments. Thus, the pre-kindergarten program may prevent such loss by helping the children to maintain their level.

The basic hypothesis being tested is that the changes are due to exposure to the program. It is the task of the research methodology to rule out alternate, competing hypotheses, that is, explanations of the changes.

In a pre-test, post-test type of evaluation design, one of the most reasonable of the alternate hypotheses is that the changes are due to what are called "practice effects," the increments in score are due solely to the individual's previous exposure to the test. Crane and Hein,[18] in their study of repeated retesting, report a tendency for test scores to increase as the subjects become more practiced. They also observed that for the less intelligent subjects visually-oriented questions were influenced more by practice than numerically- or verbally-oriented questions.

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[18] Crane, V. R. and Hein, Alice. "The effects of repeated retesting: III. Further experiments and general conclusions." Quart, J. Exp. Psychol., 1950. pp. 182-197.

Using data collected by the Harvard Growth Study, Psyche Cattell[19] reports: "When a Stanford-Binet test is repeated within a period of three or four months, the experience gained while taking the first test appears to result in a median gain of four or five points in the second IQ. No significant differences in amount of gain made by bright, average, or dull children was found. The practice effect carried beyond six months appears to be insignificant." In the face of evidence such as this, the hypothesis of practice effects cannot reasonably be rejected.

It is for these reasons that ABCD's evaluation design calls for a control group. However, there were three problems in obtaining such a group.

The first problem was that the recruiting process produced only twelve more children than were required by the program.

The second problem arose when the group of eligibles turned out to be predominantly girls. A decision was made to assign only girls to the control group. This meant that, at best, only statements about the impact of the program on the girls are possible; statements about the impact of the program on boys was ruled out methodologically.

A third problem arose when attempts were made to encourage the parents of the control group girls to bring the children back for post-testing. A parents' night was sponsored during the last week of the program for the control group parents. The program for the evening consisted of a discussion by the senior teacher of ways of preparing children for kindergarten. Hand-outs were prepared on activities and games. Unfortunately, only two out of the 12 parents attended. It should be noted that the parents were given relatively short notice and perhaps the explanation of parents' night was not made clear to them. The parents who did come were quite willing to have their children retested and seemed to understand the need for such testing.

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[19] Cattell, Psyche. "Constant changes in Stanford-Binet I. Q." Journal Educ. Psychol., 1931. pp. 22, 544-550.

No conclusion about the impact of the program is, therefore, possible at this time.

In the 1964-65 run another attempt will be made to encourage the control parents to bring their children in for post-testing. The ultimate success of this program will rest on whether children exposed to this type of program do, in fact, perform more successfully in the second and third grades than do the control children. It is, therefore, essential that an adequate control group be obtained for each year's program, whether post-test scores can be obtained for the controls. It will be interesting to look for signs of improvement before the three years are up, and this will be attempted. If the experimental children do score higher on these measures (post-test scores compared with pre-test scores), but do not perform better than the controls in the first few grades, the program will have failed to achieve its stated objectives.

1. Preparations and Recommendations for the 1964-65 Pre-Kindergarten Program. Eighty-plus children in Roxbury and South End are being recruited, interviewed, and tested.

In the South End names of children have been obtained from several sources, including the public school records. Sixteen children, living in the specified area, were identified and registered during the regular kindergarten registration period in June.

The names of 130 children in the required age bracket were obtained from records of the Welfare Department. From this list a second list was made of 40 children living within walking distance of the J.J. Williams School, 15 Groton Street, the site of the prospective South End pre-kindergarten program. A third list, comprising 41 names of children living farther from the school, was also drawn for the 130 names. The remainder lived too far out of the specified area to be considered, since their attendance presumably would be affected adversely by the difficulties of getting to school.

The manager of the South End Housing Project also made the project's lists available. From these were obtained another 19 names of children in the eligible age bracket.

The Welfare Department allowed its social workers to interpret the program to the eighty-one families whose names had been obtained from the welfare records. Each social worker interviewed all families in her caseload, telling them about the program. If the parents were interested and the child eligible, the social worker made an appointment for the child to come to the Williams School for testing. This proved to be the single most productive source of children for the South End pre-kindergarten group.

Families living in the South End Housing Project, and all others not contacted through the Welfare Department were sent a letter by ABCD and the Boston Public Schools, explaining the project and informing them that they would be visited to see whether they wished to enroll their child. A follow-up telephone call (if possible) or a home visit was made by an employee of ABCD. Again, if the parents were interested and the child eligible, an appointment was made for testing at the Williams School. This procedure was followed because interviewers were not available to go to the homes and recruit the children, as in Roxbury.

Testing was carried out at the J. J. Williams School by three research assistants. A receptionist, in the employ of ABCD, was present to greet parents and to help them fill out the registration form. It was decided to postpone filling out the Parent Interview Form and to have this administered by the teachers who will visit each parent at home after the opening of school. This plan should give the teachers a logical entree into the homes, which is important for their full understanding of the children's family life.

An employee of ABCD went to each home when a parent failed to keep an appointment, again explained the program, and encouraged her to come for a second appointment. The testing period was the three to four weeks beginning August 3, 1964.

In Roxbury, the names of children were obtained through the sources listed previously. Of these, the lists of the two housing projects, Whittier Street and Mission Hill Extension were the most productive.

Interviewers employed by ABCD called on each mother to tell her about the program. If she was interested and the child eligible, the child was registered, an appointment made for interviewing and testing at the Whittier Street pre-kindergarten facility. Follow-up letters were subsequently sent to each parent whose child was registered, reminding her of the appointment time. Return postcards were enclosed, with blanks, so that the parent could either (1) verify that she would keep the appointment, (2) request a change of time, or (3) signify that she was no longer interested. Names of eighty children were obtained in this way. This procedure was similar to that followed during the spring recruitment, except that the interviewers conserved the testers' time by filling out the registration blanks at the homes.

Testing was carried out at the Whittier Street facility, beginning on August 3, 1964, and running three to four weeks, until the last child had been tested.

In both areas, it must be anticipated that many parents will fail to keep the first appointments made. It is essential that a staff member be available to phone or to call on parents who do not come for an appointment, to remind them, to explain in case they are confused, to reassure if necessary, and to make a second appointment. It cannot be expected that every mother will be able to come at a set time, and provision must be made for this.

When interviewing and testing are complete, the final group of children will be divided by random selection into an experimental group of 40 children in each of the two areas, Roxbury and the South End, and a control group of approximately 40 children in each area. Parents will be notified that children of families in their caseload have been selected for the experimental group, so that they can support the mothers' interest in the program and encourage their cooperation. This was the suggestion of the social workers themselves and reflects their cooperative interest.

The 1964-65 pre-kindergarten program will run for the entire school year, beginning September 10, 1964, and duplicating the calendar of the Boston Public Schools.

Two sites will be used, one in Roxbury and one on the South End. In Roxbury, the classes will continue to meet in the Whittier Street Housing Project. The same rooms will be available with the addition of another sizeable room which can be used for many of the large-group activities, thus relieving the crowding of the original space. In the South End the classes will be located in the J. J. Williams School. The room available here is larger and more open than that at Whittier Street. It will provide more possibilities for free rhythmic motion in connection with music, and for the other major activity areas. It is not ideal, although it is better. The teachers' office space for conferences with parents, which will double as the area for small-group lessons, is a dark recess under the stairs, separated from the main hall of an elementary school. It will be cramped and noisy, and not suited to its purposes.

Curriculum will be pointed more effectively toward the primary aims of the program. In particular, the small-group lessons will present material of greater relevance to the children's lives and interests. The pace will be slower, particularly at first, and fewer items will be presented at a single time. Words and concepts taught will be built into the children's lives and become useful to them in a social context, as media of communication. There will be more provision for repetition. Small-group lessons will begin with words related to children, babies, and family members living in homes, and will move on to familiar aspects of the city which the children know first-hand.

The large-group activities can be pointed more directly toward developing children's strengths in the areas of need. They will be consciously planned and used, both to create readiness for, and to build up to, the learnings of the small-group lessons, and to reinforce and amplify what has already been presented there. Thus, each of the approaches to learning will feed into and strengthen the other, and there will be constant use in the less structured large-group setting of what is presented in the more structured small-group lesson, for which the child has been prepared by previous large-group activity. The social aspects and values of learning will be consciously fostered in all parts of the program.

There will be time in the course of a ten-month school year to build a more extensive parent program, which will involve the parents more deeply. The teachers will make regular home visits, going to see each family at least three times during the year. The parent interview forms will be filled out by the teachers in the homes. The teachers should gain deeper understanding of the children's preconceptions and their limitations in understanding and in social relations, from observing their homes and families and seeing each child in his own milieu.

All parents will be encouraged to visit class in order to observe their children in the group situation. These observations will be the basis for planned parent-teacher conferences, which will be held regularly for all children, whether with or without special problems.

The informal parent-teacher contacts will remain, but there will be a continued effort to create a deeper relationship between the two, so that major questions of child rearing can be raised and explored together, and the parent helped to bring about a more favorable environment for her child.

Evening meetings for the whole parent body will be held regularly. They will be designed to help parents gain understanding of their children's needs and their own roles in meeting them. Because there will be several of these meetings during a period of several months, it will be possible to bring up important questions--such as discipline, standards and expectations, the nature of learning and how it may be stimulated--and talk with the parents about them in some depth. The agenda will be planned in response to expressed concerns of the parents. Occasionally, the services of one of the experts on the Advisory Committee may be enlisted to present material in his or her own field. The hope is that these meetings can gradually make a real difference in the thinking of some parents.

Responsive mothers will be encouraged to help in the classes on a more regular basis for the sake of the insight they will gain into the interests and capabilities of young children. They will be given in-service training for this work, thus learning from the teachers ways of handling children of which they may have been unaware.

It is suggested that some assistance may be necessary to make this possible. Many mothers have other small children at home. If they are to be able to give enough time on a regular basis to make it a learning situation for them, they will need someone to care for the other children, either in the home or in the classroom facility, although the former would be preferable. The possibility that the program can hire and make available to mothers working in the pre-kindergarten classes a baby-sitter to care for their own small children at home will be considered. Or, perhaps a small wage, which would enable the mother to pay for the baby-sitter whom she herself employs while she is at the pre-school, can be paid to the volunteer for this work. Mothers who come to the classes regularly, with the serious intention of serving as assistants to the teacher and the children, may learn a great deal which could help them with their own small children at home.

In-service training of teachers for the 1964-65 pre-kindergarten session will include 15 one-hour meetings, running from September 14 through October 2, five days a week. This will be made possible by making the class periods shorter for each of the two groups, as is educationally sound for young children entering school for the first time. During these three weeks of training sessions, a period will be devoted, each Monday, to planning for the ensuing week, and each Friday to a careful evaluation of the completed work. The three mid-week sessions will be available for consultation with experts in the fields related to the education of young, deprived children. Members of the Advisory Committee will be drawn upon for these.

Thereafter, there will be a scheduled meeting one day a week of the entire teaching staff for planning and evaluation and for stimulating the teachers' professional knowledge. Such a time should be built into the weeks' schedule since the classes are carried on in two separate locations, if the two sets of classes are to be carried on in accordance with the program specifications. This will be supplemented by making available to the teachers a collection of books and articles on the problem of the culturally deprived pre-kindergarten child. The services of ABCD's program monitor will be available to help them devise and evaluate lesson plans and children's progress, and to clarify for them the aims of the program and their translation into reality.

CHAPTER II

B. DEVELOPMENTAL READING PROGRAM

1. Program Design

Background

After The Ford Foundation approved the Developmental Reading Program proposal, ABCD and the School Department began the next steps of program refinement and elaboration.

Each aspect of the program was analyzed in terms of the objectives of the program and evaluation proposal, and members of the ABCD staff prepared working papers which served as a basis for discussion and decision. The duties of the reading consultants, the materials and equipment to be used, grouping procedures, the components for the phonics program, the program of pre- and post-testing, and the schools to participate in the program were examined in detail. Sections of the emerging program were discussed over a period of several months and duly revised.

In November, 1963 the Coordinator of School Department - ABCD Programs was appointed and assumed responsibility for directing the development and implementation of the Developmental Reading Program. ABCD's Education Specialist worked closely with the Coordinator in continuing the program development along with members of both staffs.

Prior to completion of the program and evaluation procedures, the reading consultants who were to implement the program were appointed by the Superintendent of Schools and approved by the School Committee. The consultants participated in an orientation and pre-service training program in January, 1964, and launched the program in February.

Several factors contributed to this timing. There was growing concern about public education in the Negro areas of the city, and there was a strong need of evidence that new programs were being put into action. In addition, although the School Department generally designed and implemented, there were differences of opinion about the extent of detailed planning required.

The School Department and ABCD agreed that the proposal approved by The Ford Foundation was an inadequate statement of the program design, but that a trial half-year of demonstration would be conducted while the final program was being refined. It was felt that experience gained from the trial operation could be included in the final statement of the design. The first few months of operation were, therefore, to be considered a tune-up phase and the first official year of the demonstration was postponed until September, 1964. At the time of this writing the program design has been completed, and it is scheduled for joint discussion and review by the School Department and ABCD.

The next section of this report contains a summary of the program design, a review of the half-year of trial operation, and a report on the evaluation design and activities.

Summary of the Program

The entire school curriculum is built on the expectation that the child can read. Not only is the ability to read a necessity in each of the subject areas as a key to the content, but the ability to understand written instructions and explanations is essential throughout the child's school experience. The same ability is crucial to the child's future in the world outside of school. This demonstration reading program has two main objectives (1) to increase general reading vocabulary with special emphasis on arithmetic, science, geography, and history, and (2) to improve reading comprehension with special emphasis on following directions, reference skills, interpretation of materials.

If the demonstration is to be successful the program must significantly change its target population in these two basic components of reading achievement.

To achieve these objectives the program will focus on the improvement of specific sub-skills, attitudes, and classroom conditions which are assumed to affect reading achievement. These are (1) word recognition skills, (2) visual perception skills, to increase speed of word recognition, (3) skills for reading effectively in different subject areas, (4) enriched speaking vocabulary, (5) critical reading skills, (6) interest in reading and appreciation of good literature, (7) improved motivation to achieve in reading, and (8) stimulating classroom environment.

Through the use of specially trained reading consultants this experimental reading program will be conducted in three of Boston's elementary school districts and in three of its junior high school districts from September, 1964, through June, 1967.

On the elementary level, two reading consultants will be assigned to each of three elementary school districts. Grades five and six will participate in the program during the first year. In the second year grade four will be added. A key feature of this program is the breakdown of the traditional class and grade confines. At the outset of the program all students will be given a standardized test and will be assigned to homogeneous reading achievement groups on the basis of their scores. The most able groups and the least able groups therefore may include students from grades five and six in the first year and from grades four through six in the second.

Large blocks of time in each school day will be devoted to specific consultation and instruction in reading. Elementary schools will have a forty-minute reading period each morning and a thirty-minute reading period each afternoon, for a total of seventy minutes each day or 350 minutes (or 5.83 hours) each week. This emphasis on the development of reading skills will be extended to the subject-matter areas. When they are not working with teachers in the special reading periods, the consultants will observe in classrooms, conduct demonstration lessons, and consult with teachers in order to help them continue to develop reading skills as they teach arithmetic, history, geography, science and other subjects. Approximately fourteen hours will be available each week for the consultant to aid in the expansion of the reading program. In this way, the total elementary curriculum will become oriented toward reading and reading skill development.

In addition, each elementary reading consultant will conduct one enrichment class in literature for a small group of 15 to 20 of the ablest students taken from grades five and six in the first year and from grades four through six in the second and third years. Homeroom teachers will select these students on the basis of their general school performance and particularly their success in reading as indicated by their diagnostic reading achievement tests and their I.Q. scores. The enrichment classes will meet once each week for 40 minutes to discuss the literature which the group has read independently during the week. Each student will read an average of 25 books during the school year and will be given many opportunities to broaden his reading interests.

The experimental junior high school program is an extension of the elementary school program. In one junior high school two reading consultants will be assigned for the first year during which time only grade seven will participate in the program. A third consultant will be assigned to this junior high school in the second year when grade eight joins the program, and a fourth will be assigned in the third year when grade nine joins the program.

One consultant will be assigned to each of two other junior high schools to implement the program over the three-year demonstration period. This means that each of these two consultants will have full responsibility for the experimental program as grades seven through nine join the program in the first, second and third years respectively.

One class-hour per day will be devoted specifically to reading instruction at the junior high level. Students will be given diagnostic reading achievement tests and will be grouped homogeneously for reading instruction on the basis of their scores. In the first year the homogeneous groups will include only seventh grade students. In the second year, depending upon student progress and achievement, homogeneous groups may include students from grades seven and eight. In the third year, students from grades seven through nine will be grouped homogeneously for reading instruction. The number of homogeneous groups will be determined by the total number of teachers participating in the program each year.

For both the elementary and junior high school phases of the program teaching materials and equipment have been selected which appeal to children whose interest span in academic activities is short, whose feelings of failure and frustration are strong, and who are generally not motivated toward learning. The consultants will help teachers effectively use:

Overhead projectors
E.D.L. Controlled Readers and filmstrips
E.D.L. Tach-X tachistoscopes and filmstrips
E.D.L. Reference Skills Libraries
Keys to Independence in Reading
Be a Better Reader
Advanced Skills in Reading
Word Wealth Junior
Reader's Digest Reading Skill Builders

Teachers will be encouraged and helped to develop exciting, individualized instruction appropriate to the interests, needs and achievement level of each youngster, using these materials and other supplementary materials to be developed during the demonstration project.

Throughout the demonstration period the consultants will act primarily as resource, reinforcement, and demonstration agents to classroom teachers. They will spend the bulk of their time not as teachers of students, but as catalysts who help teachers implement the planned reading program and devise more effective teaching methods and materials oriented toward reading improvement throughout the curriculum.

Trial Operation of the Program

Before going to their assigned schools the reading consultants participated in a pre-service training program for a period of two months. All-day sessions were held in a school located outside the target area.

The two-month program focused on training the consultants in the rationale of the program, effective use of the E.D.L. and S.R.A. materials, creative use of the overhead projector and the controlled reader, techniques for developing and maintaining rapport with teachers and principals, resources in the Greater Boston community, types of reading problems common to children in disadvantaged communities; effective techniques for exciting interest in reading, and general problems and techniques in improving achievement in reading. Members of the School Department staff, consultants from E.D.L. and S.R.A., and members of the ABCD staff observed and participated in these training sessions.

In addition, the reading consultants worked with the Department of Audio-Visual Instruction in improving their knowledge of and skills in, the use of standard A-V equipment. They travelled out of the city to spend a day at the plant where overhead projectors are made and where specialists conduct demonstrations for reading specialists and classroom teachers. There they experimented with various media and watched demonstrations on the basis of which each consultant upon returning to Boston began developing creative lessons to be shared by the group in working with classroom teachers.

In the last phase of their pre-service training the consultants performed demonstration lessons for teachers and students outside the target area. These demonstrations were used as a basis for group discussion of each consultant's effectiveness in using the experimental materials.

Throughout the training period each consultant also selected and read a number of books which might be included in the enrichment phase of the program. These books were then discussed by the group and a composite list drawn up as instructional and resource materials for each consultant to use in the enrichment program. In all of the training activities, the consultants acted as a group, openly discussing problems, progress, and uncertainties. To continue this effective relationship and maintain communication, weekly meetings were arranged throughout the remainder of the school year. This in-service program provided an ideal basis for coordination, reinforcement and program improvement.

Limitations on the time and number of ABCD staff prevented frequent, direct observation of the trial operation of the program. After students were pre-tested and grouped for instruction, reports were that the program was enthusiastically received by both teachers and students. The materials and equipment not only provided interesting periods of instruction but also included opportunities for students to record their individual progress which often exceeded their expectations. Students not participating in the program are reported to have requested and received individual help from the consultants before and after regular school hours.

Other data gathered by the consultants on changes in both teachers and students with whom they worked are being gathered and analyzed at the time of this writing. This will be included in a subsequent report and will be used during the coming school year as a basis for assessing the content and procedures of the program.

The major problem during the trial operation period was the lack of a Program Specialist on the ABCD staff responsible for implementation of the Developmental Reading Program. This staff position has now been filled and should provide a more up-to-date and comprehensive flow of information between the School Department and ABCD on the problems and progress of this program.

2. Evaluation Design

Between February and August of 1964 the research staff has been working toward the implementation of the evaluation design. The report which follows includes a summary of the design and a description of this year's activities to implement it.

By the end of the demonstration period, the evaluation should be able to answer the following questions:

1. Who was exposed to the program (by name, address, age, sex, school performance and other characteristics)?

2. What procedures and methods were used in the program? To what extent were different procedures used with different individuals? To what extent were the same procedures applied in different amounts to different individuals?

3. Did those who were exposed to the program change in the direction called for by the objectives of the program?

4. Can those changes, if they did in fact occur, be attributed to the program?

Target Population and Exposure to the Program

In order to answer the first question concerning those exposed to the program, detailed information will be obtained and kept up to date on all pupils in the experimental schools, including careful records of the extent of their exposure to the program. The school records of all pupils in the experimental schools will be photographed. Each individual will be assigned a six digit code number. The numerical code both facilitates the processing of the data and provides confidential protection of the information pertaining to each pupil. The data on the school records will be coded into IBM cards and stored for access within the ABCD data retrieval system. The same information will be kept on the control group who were not exposed to this program.

This information will include name, address, age, sex, school performance, reading score, I.Q., and other characteristics. In addition to being necessary for identification of those exposed to the program, this information is essential as a basis for (1) selecting comparison groups in order to determine whether changes can be attributed to the program (2) determining whether different results are obtained for different types of youth, and (3) determining whether the effects produced are related to the amount of exposure.

Program Procedures

In order to answer the second question concerning the procedures used in the program, information will be obtained and kept up to date on the materials used, the amount of time the consultants spend with the teachers, the selections the teachers make from the suggestions offered by the consultants, the frequency with which they use the materials and procedures in the classroom. If the program is determined to be successful, this information will be needed to repeat the procedures in a continued or expanded program.

Measurement of Desired Changes

To determine whether the pupils exposed to the program changed as desired, instruments must be selected or devised to measure changes in the variables specified in the objectives of the program. Those instruments must be administered to the pupils exposed to the program, at least before and after exposure.

ABCD research staff has selected the California Reading Tests and the California Test of Mental Maturity to measure change relative to the primary objectives of this program. These tests will be administered to all pupils in the fifth, sixth and seventh grades in the experimental schools and in the control schools.

Objective #1 -- To improve general reading vocabulary -- measured in terms of changes in score (post-test minus pre-test score) on the vocabulary subtests of the California Reading Test.

Objective #2 -- To improve reading comprehension measured in terms of changes in score (post-test minus pre-test score) on the comprehension subtests of the California Reading Test.

This testing procedure was scheduled to begin in June, 1964, and repeated in June, 1965, and June, 1966. Because of the extension of the program into the fourth, eighth, and ninth grades in the second and third years of the demonstration, the future testing populations will be larger.

Measuring the Effects of the Program

In order to answer the fourth question listed previously -- whether changes, if they occur, can be attributed to the program, control groups are required to provide an estimate of what changes would have occurred had there been no intervention. Since the control of variables possibly related to the outcome variable, reading ability, cannot be handled by a random allocation to "treatments" procedure, some form of statistical control must be applied to populations already allocated.

A number of alternative procedures are possible:

1. Matching the experimental schools with selected "control" schools --schools with comparable student populations which would not be exposed to the experimental reading program.

2. Matching the experimental school populations, or selected samples of those populations, with control group populations on a frequency distribution basis. Samples of pupils in non-experimental schools would be selected so that their distributions of reading scores, I.Q.'s and several other variables would match the distributions of these same variables for the experimental schools.

3. Matching pupils in the experimental schools on an individual-matching basis by selecting pupils from non-experimental schools who match them on the basis of the following variables: age, sex, I.Q., and reading scores.

The procedure adopted for measuring the effects of the program is actually a modified version of the three methods outlined above, combined in such a way that a powerful statistical device known as the analysis of covariance can be applied to the data produced by the action-research demonstration.

It is expected that a considerable proportion of the experimental and control groups will be lost to the demonstration through population movement. The covariance analysis for measurement of effects will be made at the end of the demonstration period, using those subjects who remain and for whom both pre-test and post-test scores have been obtained.

Separate analyses will be made for each of the grades in which the experimental program is being conducted and separate analyses will be made for each of the major divisions of the California Reading Achievement Test, Vocabulary and Comprehension. Two additional analyses, using the same procedures, will be made of the two subscores of the Reading Comprehension section, "Following Directions" and "Use of Reference Materials". The hypotheses to be tested may be outlined as follows:

Main Effects. (1) the treatment has no effect on criterion change. (2) sex has no effect, (3) mental age has no effect, (4) chronological age has no effect.

Treatment Interactions. (1) The treatment does not appear more effective for one sex than the other. (2) The effect of treatment does not depend on mental age. (3) The effect of treatment does not depend on chronological age. (4) The effect of treatment does not depend on combinations of:

a. sex and chronological age
b. sex and mental age
c. mental age and chronological age
d. sex, mental age, and chronological age.

The analysis of covariance design is based on an assumption that there is a linear relationship between pre- and post-test scores. If this assumption of linearity does not hold, an alternative matching procedure will be used.

In order to fully implement the design summarized above, and to present conclusive findings, it will be necessary to complete each of the following evaluation activities:

1. All children in the experimental and control groups must be identified by name, sex, age, grade level, school, etc.

2. All children in the experimental and control groups must be pre- and post-tested on the California Reading Test and pre-tested on the California Test of Mental Maturity. (Post-test on C.T.M.M. will be given at the close of the last demonstration year.)

3. Accurate records of attendance and mobility for all children exposed to the program must be kept and processed.

4. Scores on tests such as those accompanying the SRA and EDL reading programs must be recorded and processed.

5. All pre- and post-California measures must be scored.

6. Analyses by grade, sex, chronological age and exposure for the experimental group must be completed, and statistical tests for differences between the experimental and control group must be made.

The reading program is a full school-year program. During this total run the staff completed tasks one and two above. They were also able to begin to solve some of the problems which prevented completion of tasks three through six.

Identification of Experimentals and Controls

In February six elementary schools and three junior high schools were chosen as control populations for the experimental program under way in three elementary school districts and three junior high schools. All of the children in grades five, six, and seven in these schools were administered the California Reading Test and the California Test of Mental Maturity. At this time the names and birth dates of all these children were listed by the teachers.

For identification purposes it is most important to have an accurate name and birth date for the child, since these two pieces of information are used for assigning the child an identification number which makes him a part of the ABCD tracking system. Once a child is assigned an ID number, any other piece of information from any source can be linked up with information already recorded.

Pre- and Post-Testing of Experimentals and Controls

To determine whether the pupils exposed to the program changed in the direction stated in the objectives, it was necessary to test all of the children before the program began and again at the completion of the year. To determine whether the change, if one occurred, can be attributed to the program, a control group, not exposed to the program, must also be tested.

Originally, it was planned to test the pupils before the program began in September and again at the end of the school year in June. Since this program began at the midpoint of a school year, this meant testing in February and again in June. This placed an unexpected and heavy burden on the research staff. However, these two research demands were met and the California Reading Achievement Test and the California Test of Mental Maturity were administered to children in three experimental junior high schools and three control junior high schools. The table below shows the number tested in each group:

	EXPERIMENTAL	CONTROL	TOTAL
Elementary	712	978	1690
Junior High	551	706	1257
TOTAL	1263	1684	2947

Graduate directors in guidance and psychological measurement at Boston College, Boston University, and Northeastern University were notified of ABCD's testing plans and examiners were drawn from all three schools. Seventeen examiners were selected to administer the tests on a part-time basis between January 21-31, 1964. A training session was held after which the examiners administered the test to 132 classes in twenty-three schools during a two-week period.

There were some problems with regard to scheduling the testing sessions since the schools were not anticipating such a large testing program in February. However, the principals were very cooperative in rescheduling classes, lunch periods, manual arts programs, etc., to accommodate the testing schedule.

During the period from May 26 to June 11, 1964, the tests were re-administered to the pupils tested in February. However, the testing program was greatly expanded to meet the following needs:

1. The program staff decided to regard the February-June, 1964, period as a trial period and to consider September, 1964, the opening date for the program. This meant that the June test date would become the pre-test scores for the September program, when grades four and eight will be added. Thus, grades three through seven were tested in June in anticipation of these

additions in September, 1964.

2. Since the Boston Public Schools administer tests in June, it was felt that the pupils might be "over-tested" during this period. The School staff suggested that ABCD research tests replace the Boston Public Schools' June testing program in the target area schools. Thus, several classrooms were added to the population, so that the schools would have comparable information on children not included in the reading program.

The table below shows the number tested for the reading program in May-June, 1964.

	EXPERIMENTAL	CONTROL	TOTAL
Elementary	1475	2199	3674
Junior High	721	1072	1793
TOTAL	2196	3271	5467

Scheduling problems disappeared for both principals and the research staff, since the June tests were part of the expected June testing activity in the schools.

Mobility and Attendance Data

To measure the effects of varying lengths of exposure to this program, mobility data for the pupils are most important. The mobility of students in the target area schools is very high. Thus, it is quite probable that a pupil could attend a control school for seven months and then move to an experimental school for the last three months of the school year. Theoretically, he or she would be neither a pure experimental pupil nor a control pupil, but an experimental who was exposed to the last three months of the program.

Children who are absent or truant present similar problems; a child has been out of school for the better part of the year, he has not really been exposed to the program.

Thus, the method for gathering mobility data described elsewhere in this annual report is basic to the evaluation of this as well as other ABCD-School Department demonstration programs. A method for keeping attendance is being worked out with the coordinator of the reading program. Forms will be designed which the reading consultant will fill as weekly attendance reports.

Scores On Program Instruments

There are measures of growth which are built into the two reading programs used in the experimental reading program. The EDL controlled reader series tests the pupils' reading speed and level of comprehension systematically to determine whether the pupil is ready to move to a more rapid reading speed. Similar checks are built into the SRA reading program.

This year the EDL and SRA scores from one of the experimental schools was photographed. Currently the research staff is working on methods for collecting such data systematically in the Fall, as well as methods for getting such data into meaningful form for data processing and analysis. This data is available for the experimental pupils only, but it will yield important information on differences within the experimental group which may account for the varying amounts of gain made by individuals within this group.

Scoring the California Tests

In February the research staff used the Cal-Card Answer form, which is a 27 double-entry per column IBM answer card on which the children mark their answers. Original plans called for sending these answer cards back to California to be scored. ABCD's data processing consultants, however, advised us that more information could be gained at less cost if the answers on the mark sense cards were punched into 80 single-entry per column IBM cards and then scored by computer in Boston. By choosing this alternative the following information would be secured:

1. All the subscores plus total scores for the California Reading test and the California Mental Maturity Test would be listed for each child;
2. Item analyses could be run by chronological age, by grade, and by sex;
3. Reliabilities for the subtests and total tests would be reported out for the sample; and,
4. A study of the types of items failed by pupils as they move through

the grades could be made.

The cost of having the California Testing Service provide ABCD with the above information would have been prohibitive for a sample as large as the reading program population. It was decided to choose this alternative, particularly since IBM had recently announced the availability of a machine which would both read responses from an answer sheet designed specifically for this machine, and code these responses into IBM cards. This machine, the IBM 1232, was ordered by ABCD and score sheets for the June testing were devised for use with it.

The IBM 1232 was to have been delivered in July, 1964. IBM had some difficulty in the production of this machine, and informed ABCD that it would not be available for delivery before September, 1964. Several demonstration models were available on a loan basis provided ABCD transported the data to the machine. This was done, and the resulting coded IBM cards have been sent to the computer which will score and print out lists for the School Department as well as for evaluation purposes by September 1, 1964.

The scoring process has taken a number of unusual and unexpected turns with concomitant burdens for a limited and learning research staff. At this writing, the scoring of both the February and June tests is close to completion. The June tests were given higher scoring priority because of the commitment to the School Department to report the scores to it by the opening of school in the Fall.

Analysis of Data

Since research staff was unable to complete the scoring of the tests before the writing of this report, analysis of the data and preliminary findings from the demonstration must be reserved for a subsequent report. During the early Fall, the pre- and post-California test data will be analyzed. Even then, findings will be tentative since the program will not have been in operation for the full academic year called for in the program design.

C. PUPIL ADJUSTMENT COUNSELING PROGRAM

1. Program Design

Background and Summary of Program Design

Many elementary and junior high school children in the disadvantaged areas of Boston manifest serious emotional and behavioral problems which hinder their performance in school and often reduce or negate the value of the school's educational program.

The Pupil Adjustment Counseling program, initiated in the Boston School System in 1945, is admittedly inadequate to deal with the large numbers of school children for whom the program was established. The program was designed "...to assist in the study and correction of pupils with behavior, personality or maladjustment problems."[1]

The regular program has a staff consisting of the head of Pupil Adjustment Counseling, 10 adjustment counselors, and a research assistant. Each adjustment counselor is assigned to a geographical area with one school in that area designated as the base of operations. The counselor is required to visit the other schools in his district at least once every two weeks.

The inadequacy of the regular program shows up in the ratio of school population to pupil adjustment counselors. Up to the Fall of 1963, at which time the ABCD-Boston Public School demonstration program was inaugurated, the 10 pupil adjustment counselors were covering 16 junior high schools and 181 elementary schools with a total pupil population of 92,000. This disproportion meant that only the most serious cases of emotional or behavioral disturbance were brought to the attention of the pupil adjustment counselors. It did not necessarily follow that the children referred were the ones most in need of help. Criteria for referral were based on what the teacher and school principal felt was evidence of such disturbance, or the fact that the child was a problem to the school.

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[1] Boston Public Schools, Special Services in the Boston Public Schools, School Document No. 9, 1962.

Referral procedures were restrictive. All referrals to pupil adjustment counselors were required to come through the school principal, demanding his approval before the pupil adjustment counselor could pick up the case. In summary, pupil adjustment counselors, covering wide geographic areas and a large student population, have operated under conditions which minimized their efficiency and value.

The demonstration program stresses innovations in the detection and referral procedures and involves a considerably smaller service population. The program was established in three elementary school districts and in one junior high school. In selected classes, referrals are made directly from the teacher to the Pupil Adjustment Counselor.

Objectives of Program

The objectives of the demonstration Pupil Adjustment Counseling program are (1) to improve the academic performance of children referred to the pupil adjustment counselors and of the children attending class with referred children and (2) to improve the behavior in school of children referred to the pupil adjustment counselors and of the children attending class with the referred children. (See section of report on evaluation for elaboration.)

The demonstration program is based on the following assumptions: Direct and close contact between teachers and pupil adjustment counselors will provide the opportunity for teachers to discuss more frequently situations which trouble them. More formal and frequent interaction between teachers and pupil adjustment counselors will have a "spread" or "diffusion" effect, so that youngsters not referred directly will receive some of the benefits of the service. More youth in any one school or classroom will be referred. Concentration of the pupil adjustment counseling service into a considerably smaller geographical area should result in saving of time and energy now used up in travel. This saving of time should result in increased services to children in need by providing for (1) more frequent contact with the referred child and with his family, (2) earlier detection and treatment of problems, and (3) more intensive use of supplementary and complementary resources.

The consultative role of the pupil adjustment counselor will provide classroom teachers, principals and other school administrators with methods other than direct referral to work with pupils.

ABCD, in conjunction with the Head of the Pupil Adjustment Counseling Department, designed procedures to govern the demonstration operation. As a prerequisite to these procedure steps, a typology or list of problem categories was developed for use by the counselors. The list of problem categories covered kindergarten through grade nine; problems are also listed by degree of seriousness according to the manner in which problems are viewed by the school system. The most serious problems according to the school system are given an "A" priority, and so on through "D".

The procedures to be followed by the pupil adjustment counselors are recorded on forms designed to "track" carefully the entire management of experimental cases.

Procedures to be followed and documented are:

1. Detection of Problem. (How the child is brought to the attention of the pupil adjustment counselor): While the teachers in selected classrooms discuss referrals directly with the pupil adjustment counselor, each also fills out a referral card on which she writes the name of the child, the class, and her reason for referring the child. In those schools where there is direct inter-action between pupil adjustment counselor and teacher around referrals, it is the responsibility of the pupil adjustment counselor to bring such cards to the principal for his signature. In this manner, although the principal no longer determines who shall be referred in those selected classrooms, he is kept informed of all referrals taking place in his school. (See section on evaluation design.)

2. Preliminary Investigation of Referral. After detection, the pupil adjustment counselor will supplement the teacher's written and stated comments with additional information, such as, social agencies he has contacted, classroom or other observations he may have made himself or which were

submitted to him by others, and a review of the student's cumulative record. He will then fill out a detailed check list of all the information received from the sources previously identified.

3. Delineation of Problems. After the pupil adjustment counselor has completed the preliminary investigation, he will write a description of the problem as he defines it. His description of the problem may differ from that which was originally given by the referring teacher. In such an event the pupil adjustment counselor will clarify this in his continued contact with the teacher.

4. Recommendations. The Pupil Adjustment Counselor prepares a written recommendation as to what he considers to be the next step. This may be:

a. The case is not appropriate for referral to the pupil adjustment counselor. (This may occur in situations where a child is described by teacher as a "bad boy", and the teacher wishes the counselor to discipline him.

b. The case will be held for observation only.

c. The case requires consultation with the teacher only.

d. Specific activities should begin; e.g., contact with the child, contact with the home.

Following this written recommendation, the pupil adjustment counselor will discuss his recommendations with the supervisor.

a. If the case is considered inappropriate, the pupil adjustment counselor will notify the teacher and will help the teacher decide what needs to be done about the situation.

b. If the case is to be held for observation, the pupil adjustment counselor will let the teacher know that there will be a waiting and watching period to learn more about the child's behavior.

c. If there is to be consultation with the teacher only, the pupil adjustment counselor will begin discussions with the teacher.

d. If specific activities can begin, the pupil adjustment counselor will begin the preliminary activities. These may include, e.g., contact with the child and contact with the parents.

These preliminary contacts will give further diagnostic information to the pupil adjustment counselor. After contact with the home and child, the pupil adjustment counselor will take the next steps. These may include: (1) A decision to refer the child for physical examination (this decision may be made prior to extended home visits or contact with the child). (2) Referral of the child for psychological testing. (3) Referral of the child to other resources within the school system; e.g., special class, eye conservation class, remedial reading class.

While following these possible courses of action, the pupil adjustment counselor may continue to work with the child and the parents. Other possible courses of action may include referral of child to (1) a child guidance clinic, (2) a group work agency, (3) a family service agency (along with members of the family), (4) other agencies.

5. Case Action and Recording. If the decision is to activate the case, the pupil adjustment counselor will note this. A record of case progress will be initiated and maintained. This record will include a continuous accounting of all visits made and a brief description of what occurred during these contacts and any other steps taken around case management.

6. Progress Assessments. (a) The pupil adjustment counselor will continuously evaluate the situation with teacher as to child's progress, behavior changes, etc. (b) From time to time the supervisor and pupil adjustment counselor will meet and evaluate case progress. Replanning will take place if case findings up to that point indicate such need. (c) The progress assessment conferences will also be utilized to determine at what point the case shall be terminated and the reason for termination will be given.

7. Periodic Re-check after Termination. A form will be developed which will provide for followup data regarding progress of the child after the case has been terminated.

2. Program Evaluation

The purpose of the evaluation is to determine the extent to which the program is successful in achieving its objectives. The evaluation will attempt to answer the following questions: Who was exposed to the program? What were they exposed to? Did they change in the desired direction? Can those changes, if they occurred, be attributed to the program?

The basic evaluation procedure is the random allocation of classes to the demonstration and to regular programs.

Since a central feature of the demonstration program involves the direct referral by classroom teachers to the pupil adjustment counselor and consultations between the pupil adjustment counselor and the teachers aimed toward better recognition of children in need of pupil adjustment counseling service, the unit of randomization has to be the classroom rather than the individual.

a. The impact of the demonstration Pupil Adjustment Counseling Program on the children referred to it as compared with the impact of the established Pupil Adjustment Counseling Program on the children referred to it; and,

b. The impact of the demonstration Pupil Adjustment Counseling Program on the children attending class with the children referred to it compared with the impact of the established Pupil Adjustment Counseling Program on the children attending class with the children referred to it.

The first attempts to measure impact on children directly served by the counselors. The second represents the testing of a diffusion hypothesis, the hypothesis that the demonstration intensified counseling service will have a greater effect on the children attending class with those children than the regular counseling service will have on the children attending class with the children served by it.

School performance will be measured in terms of: (1) weighted course grade averages, (2) scores on standard reading tests, and (3) scores on standard arithmetic tests. School behavior will be measured in terms of (1) deportment grades and (2) truancy. Change will be measured by comparing pre-program measures with a series of post-program measures. The pre-program measures will be based on information pertaining to the school year immediately preceding exposure to the program. The post-measures will be based on information pertaining to the demonstration year or years and at least one year following exposure to the program.

An answer to the question of whether changes in the desired direction, if they occur, can be attributed to the program can be provided by comparing the children in the demonstration classes with the children in the control classes on the outcome criteria. A pre- and post-test score will be computed for each criterion variable--course grades, reading achievement, arithmetic achievement, deportment, and truancy--for each child in the experimental and control classes. A four-way analysis of variance designs will be used. The following main effects will be studied: (1) Subject in demonstration class with direct referral, in demonstration class with regular referral, or in control class with regular referral. (2) Subject counseled or not. (3) Subject as a high, medium or low-risk person using sets of educational, social and behavioral variables. (4) Subject is in another, or combination of other, demonstration programs.

3. Program Operation

Staff Selection

There was a desire to recruit a staff of four persons for the demonstration program who had social work skills and education skills. A meeting was held with the five pupil adjustment counselors on the regular staff who had formal social work training to acquaint them with the new program and enlist their interest. Of these, one accepted and was assigned to the junior high school included in the demonstration program.

A second pupil adjustment counselor from the regular staff with an education background was assigned to one elementary school district in the demonstration program.

The remaining two pupil adjustment counselors for the demonstration program were selected from a 1963 civil service list and assigned one each to an elementary school district.

Staff Training

Beginning January 13, 1964, the staff on the demonstration program spent one week in orientation to the program and its evaluation. The primary responsibility for orientation was carried out by the Head of the Pupil Adjustment Counseling Department and the program specialist from ABCD, who had helped design the demonstration. The ABCD-School Coordinator of School Programs discussed the program in an introductory session while ABCD's Director of Research discussed the relevance of evaluation to the program. Other subjects discussed included:

a. The history of the Pupil Adjustment Counseling Program.

b. The role of the Head of Pupil Adjustment Counseling and her supervision of the program.

c. The similarities and differences between the regular program and the demonstration program.

d. Major duties of counselors in the demonstration:

   (1) Consultation with teachers and principals.
   (2) Work with children.
   (3) Work with parents and home visiting.
   (4) Work with social agencies and facilities.

e. Diagnosis: Its importance in planning and developing approaches to each case.

f. Job description of the demonstration counselor, procedures and use of typology.

The orientation program was generally well received by the group of demonstration counselors. Most of the subject matter was presented informally with much latitude for discussion. The two experienced workers focused on the difficulties of their work as they had known it in the past, emphasizing the large caseloads, the diffusion of effort, and their anxieties about the tasks required of them. They felt that it would be difficult for principals and teachers alike to accept them in the "new" role of receiving referrals directly. The new workers were somewhat less articulate with questions and discussions.

It was felt that ideally the orientation should be followed up by a program of in-service training. Preliminary discussions about continued training were held with the Head of Pupil Adjustment Counseling, the Assistant Director of Training at the Boston University Training Center, and ABCD's program specialist. The planning of a broader framework of training programs side-tracked the discussions and an in-service training program for pupil adjustment counselors was delayed.

Summary of Program Progress--February-June, 1964

The material presented here has been gathered from the Pupil Adjustment Counseling Program Referral Report* returned to ABCD in August of 1964. It is a record of referrals accepted by the demonstration pupil adjustment counselors from February through June of 1964. There is no additional information available on the details of case management and disposition, but the above material does represent a picture of the operation at its referral and case pick-up point.

During this period the four demonstration counselors carried a total of 167 cases as follows: (The first three counselors in the table below were in elementary schools; and the fourth, in the junior high school).

	Boys	Girls	Total Cases
1 Counselor	26	11	37
	25	8	33
	25	9	34
	35	28	63
TOTAL	111	56	167

When the reports were analyzed for most serious problems, according to the problem typology, the highest number of boys were referred in the following categories:

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*See Appendix at end of this section.

	Boys
Hyperactive child--uncontrollably hitting out at others, creating unnecessary disturbance in classroom by slamming desks, throwing books on floor	15
Violent behavior changes--attributable on diagnosis to severe change in family picture, e.g., death, desertion of key figures	12
Child with difficulty adjusting to basic discipline	8
Learning problem child when it is diagnostically clear that there are behavioral manifestations that have a direct bearing on slowness of learning	7
Non-school attendance (includes school phobia)	6

In all other typology categories used for both boys and girls, the numbers range from one through four children and are not reported here in detail.

Sixteen problem typologies were used to classify the boys. Twenty typology categories were used to classify the girls. For both boys and girls, 61 cases of the total 167 cases referred were classified under the category "problem does not appear in typology." Thus, about one-third of the cases could not be classified according to the present typology list, which indicates either that (a) the typology list is not sufficiently all-inclusive, or (b) a further interpretation of the various classifications needs to be done. A cursory examination of the cases that were marked "does not appear in typology" indicates that further clarification to the pupil adjustment counselor demonstration staff may reduce this number considerably within the framework of the present typology list.

The following is a breakdown of "Children Referred by Age and Sex."

Age	Total Referred	
	Male	Female
5	5	3
6	7	3
7	9	5
8	10	2
9	9	5
10	11	2
11	8	2
12	6	4
13	10	12
14	9	13
15	15	3
16	8	1
17	4	-
18	-	-
TOTAL	111	56

The following is a breakdown of grade distribution of referrals by sex:

Grade	Total Referred	
	Male	Female
K	3	2
1	16	8
2	8	1
3	20	5
4	7	4
5	9	3
6	4	3
7	19	20
8	10	7
9	8	1
10	-	-
11	-	-
12	-	-
(13)	-	1
Special Class	7	1
TOTAL	111	56

Sources of referral included the following:

	Male	Female
Classroom Teachers	41	20
School Principals	43	18
Other School Sources	13	9
Other Miscellaneous Sources	12	7
TOTAL	109	54

The remaining four cases were referred by:

(1) other than classroom teacher
(1) school nurses
(1) school administration
(1) not listed

The table below shows "Problems Detected by"

	Male	Female
Classroom Teachers	76	29
Principals	7	8
Other than Classroom Teachers	1	1
School Nurse	1	1
Other School Departments	12	7
Other Miscellaneous	4	-
Parents	7	7
Social Agencies	1	1
Court	1	-
Not Given	1	2
TOTAL	111	56

Evaluation Progress

The School Adjustment Counseling Program officially went into operation in February, 1964. Findings from the first five months of the program are not available because the evaluation design previously described required a series of major steps which have not yet been completed. These are:

(1) The random allocation of classes as demonstration and control classes, and in the case of junior high school, the selection of a "control" school.

(2) The gathering of and processing of required information and the computing of pre-measures on school performance and school behavior for each child in the demonstration and control groups.

(3) The recording of the process whereby counseling services were administered to children in the demonstration and control groups.

(4) The measuring of the amount of exposure to the program (demonstration or traditional), and whether it was direct exposure (referred to a counselor) or indirect exposure (in a class with one or more children referred to a counselor.)

(5) The gathering and processing of required information and the computing of post-measures on school performance and school behavior for each child in the demonstration and control groups.

Allocation of Classes--Demonstration and Control Groups

In each of the three elementary school districts the demonstration counselor is based in the same school as is the principal of the school district. Two-thirds of the classes in that school were randomly assigned to the demonstration school adjustment counselor. The remaining one-third of the classes were assigned to the regular counselor for that school adjustment counseling district. Referrals from the demonstration classes were made directly from the teacher (or other school personnel) to the demonstration school adjustment counselor. In addition, the demonstration school adjustment counselor worked directly with teachers helping to improve their skills in identifying children in need of special attention. Referrals to the regular school adjustment counselor from the remaining classes were made through the principal in accordance with current school adjustment counseling practices.

Two-thirds of the classes (with exceptions noted below) in the other schools in the elementary school district were randomly assigned to the demonstration school adjustment counselors. The remaining one-third of the classes were assigned to the regular school adjustment counselors. All the referrals from these schools--whether to the demonstration school adjustment counselors or to the regular school adjustment counselors--are made through the principal in accordance with current school adjustment counseling practices.

The exceptions to these procedures in all three districts were that the special classes (two in district E-1, three in district E-2, and three in district E-3) were allocated as follows:

The two special classes in one school in district E-1 were randomly allocated as demonstration and control classes by toss of coin. The two special classes in one school in district E-2 were randomly allocated as demonstration and control classes by toss of coin. The special class in one school in district E-2 was arbitrarily designated as a demonstration class. The special classes in the two non-base schools in district E-3 were allocated as demonstration and control classes by toss of coin. The special class in the base school in district E-3 was arbitrarily designated as demonstration class.

Demonstration Junior High School

Randomization of classes in the demonstration junior high school was not feasible. Allocation of two-thirds of the classes to the demonstration counselor would have resulted in a much smaller eligible population for the services of the demonstration counselor than called for by the program design. A proportion larger than two-thirds would not have provided a sufficient number of control classes. Therefore, a different procedure was used in the junior high school component of the program to provide an estimate of what the behavior of the demonstration pupils would have been without the services of the demonstration counselor.

Since the control of variables possibly related to the outcome variables cannot be handled by a random allocation to "treatments" procedure, some form of statistical control must be applied to populations already allocated.

The procedure adopted for evaluation of the effects of the demonstration junior high school counseling program is a modified version of the procedures used for the program in the elementary schools. A statistical device known as the Analysis of Covariance will be applied to the data produced by the action-research demonstration.

An approximately similar junior high school was selected as the control school. This school is, of course, not exactly equivalent to the demonstration school. However, the covariance adjustment of the criterion measures will "wash out" any differences.[2]

Demonstration Populations--February to June, 1964

The following table gives the number of pupils in each grade of each school district in the demonstration program.

Number of Pupils by School District and Grade in Demonstration Schools

(Demonstration and Control Classes Combined)
(1963-64 School Year)

Grade	E-1	E-2	E-3	JH-1	JH-2
Kindergarten	175	166	120	-	-
1	259	250	169	-	-
2	193	217	121	-	-
3	195	175	145	-	-
4	175	172	163	-	-
5	156	148	144	-	-
6	148	153	105	-	-
7	-	-	107	185	221
8	-	-	80	171	219
9	-	-	-	146	186
Special Class	50	34	58	-	-

The following table shows the number of pupils in each grade by counselor and referral system.

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[2] For one very clear discussion of the analysis of covariance procedures, see E. F. Lindquist, Design and Analysis of Experiments in Psychology and Education, Boston, Houghton Mifflin Co., pp. 317-339.

(all three demonstration elementary school districts combined)

Grade	Demonstration Counselor Direct Referral	Demonstration Counselor Regular Referral	Regular Counselor Regular Referral
Kindergarten	166	174	81
1	142	277	260
2	105	165	263
3	248	204	63
4	168	135	207
5	119	164	173
6	157	143	106
Special Class	38	70	40
	1,143	1,332	1,198

Since the randomized class procedure was not used in the junior high school demonstration, only two categories are involved: demonstration counselor and direct referral in the demonstration junior high school, JH-1; and regular counselor and regular referral in the control junior high school, JH-2. The only possible exception to this is the fact that one of the elementary school districts, E-2, has grades from kindergarten through the eighth grade rather than kindergarten through the sixth grade. The grade organization in the other two districts--the seventh and eighth grade classes in district E-3 were randomized. All the seventh and eighth grade classes in E-3, however, are in the base school which was allocated the demonstration counselor direct referral system and is therefore identical in that respect to the demonstration junior high school.

Pre-Measures on School Performance and Behavior

The source of information concerning pre-program school performance and behavior of the children in the demonstration and regular classes is the Boston School Department Cumulative Record which is maintained for each child in the system. During the Spring of 1964, ABCD photographed the cumulative records of over 30,000 Boston Public School children. Those records are now being processed.[3] Included in those records are the records of the approximately 5,000 children in the school adjustment counseling demonstration schools. Once the procedures basic to processing these records are complete (e.g., cutting and sorting the records), coding of basic identifying information and assignment of identification numbers to each individual, the detailed school performance and school behavior data for each individual will be coded and punched into IBM cards. The coding manual for this process has been completed and code sheets designed for the automatic card punch machine, the IBM 1232 Optical Scanner, have been designed. A program to be run through the IBM 7090 computer is being developed which will compute a "weighted course grade average" for each pupil in each grade for which the information is recorded on the Cumulative Record. Programs are being written to compute for each individual the 18 risk scores, separate educational factor, social-factor and behavioral factor risk scores for each of the five outcome criteria and for the five outcome criteria combined. For example, for the multiple-variable "educational factor," a series of educational variables, such as, IQ, reading score, arithmetic score, left-back or not, course grades, will be regressed on the criterion variables.

It is estimated that the basic procedures for processing the 30,000 school records will be completed by October 1, 1964. With present staff resources, it is estimated that the coding of the substantive data from the school records for the pre-measures on the criterion variables and for the risk scores will require another five or six months. Therefore, preliminary descriptions of the demonstration population in terms of risk scores and pre-measures on the criterion variables cannot be available before late Spring, 1965.

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[3] A detailed description of the processing of the school records is included in this report. This description includes a detailed summary of the information contained in those records, much of which is essential to the evaluation of the School Adjustment Counseling Program.

Recording of Counseling Services

Essential to the evaluation of the program is that detailed records be kept of the identity of children referred to both the demonstration and regular counselors and of the services performed on behalf of each referred child. The recording and reporting procedures already in use in the Pupil Adjustment Bureau of the Boston School Department were not sufficiently detailed for purposes of the ABCD demonstration. A series of reporting forms have been designed:

(1) A Referral Report, forms A and B
(2) A Preliminary Investigation Report
(3) A Supervisory Conference Report
(4) A Cumulative Record Summary Report
(5) A Monthly Report

The Referral Report has been approved and adopted by the School Department. The others are in draft form and have been submitted to appropriate officials of the School Department for their review.

Measuring Exposure to the Program

According to the program and evaluation design of the School Adjustment Counseling demonstration there are four categories or types of possible exposure to the program:

a. Attendance at a demonstration school.

b. Membership in class assigned to a demonstration or a regular counselor.

c. Attending class with one or more children referred to a counselor.

d. Being referred to a counselor.

Implementation of the evaluation design requires that accurate records be kept of the whereabouts of all the children in the demonstration and of whether or not they are referred to a counselor. Measurement of exposures a and b above requires that procedures be devised for charting the inter- and intra-school mobility of children in the demonstration. Those procedures were designed and given a trial run in June, 1964, in one elementary school district and in one junior high school. The procedures were slightly revised on the basis of this experience and a proposal has been submitted to the Boston School Department and is currently being reviewed by it. If approved, they will go into effect with the opening of school in the Fall.

Measurement of exposures b and c above depend upon the systematic use of the Referral Report, described in the preceding section of this report.

4. Program Development and Elaboration

The program design previously described was introduced into the elementary school districts in January, 1964. The Head of Pupil Adjustment Counseling, ABCD's Director of Research and the Research Educational Project Director met with each school principal in the demonstration districts to explain the program.

Work continued on program specifics through the winter and spring of 1964. Several joint meetings were held among ABCD program and research people, school administrators, the Head of Pupil Adjustment Counseling, and the principals of the demonstration schools. At the meetings with Head of Pupil Adjustment Counseling the procedures to be followed by the school adjustment counselors in carrying out their work were developed and refined. Simultaneously, forms which the school adjustment counselors would use in documenting their work were being drafted.

The meetings with the school principals were used to discuss problems in program implementation and to straighten out problems of communication.

Work was begun on a typology manual to be used in the training of school adjustment counselors, and for use in the diagnostic and treatment aspects of the program. The manual includes various problem typologies and methods of dealing with them. A committee of consultants was convened to work on the manual. A final version of the typology manual is in process.

It was planned from the outset that implementation of the program could be closely monitored to determine whether program specifics were being carried out as pre-designed. This was not possible because the ABCD staff person assigned to work with the Pupil Adjustment Counselor Program could not devote the time required for adequate monitoring purposes, because of other duties.

It is not definitely known if program specifics are being strictly followed, for example:

a. It is not clear whether principals are complying fully with the system of referrals.

b. It is not clear if liaison with classroom teachers is being maintained as designed.

Program specifics have recently been finalized and forms readied for use by school adjustment counselors. Present plans are to hold several orientation meetings with school adjustment counselors to familiarize them with the use of the forms. The regular counselors assigned to the demonstration districts will be required to fill out the Pupil Adjustment Counseling Program Referral Report on their entire caseload. This will permit a comparison of caseload distribution between demonstration and regular counselors.

Program Problems

There remains a serious question whether communication between ABCD's program-research staff and the school adjustment counselors and school principals carrying out the program has been sufficiently clear to make the program operational. It is often difficult to convince action-oriented staffs of the need and value of evaluation. In this instance, the keeping of systematic and detailed records is crucial to the success of the operation.

a. There is a great need to support the development of the administrative strengths and controls within the Pupil Adjustment Counselor Program to assure that required program specifics are carried out.

b. There is a question of whether design requirements are fully recognized and accepted by school principals.

c. The head of Pupil Adjustment Counseling must supervise 16 Pupil Adjustment Counselors, 12 regular adjustment counselors, plus four demonstration counselors. With this load, can she give the demonstration program the intensive attention it will require. It has recently been learned that 10 to 12 additional adjustment counselors are to be added to the regular staff, which further complicates the problem of supervision.

Evaluation Problems

The specific activities of the demonstration counselors still remain somewhat of a mystery. Even if the program produces its desired effects, it would be very difficult to specify exactly how to go about reproducing the procedures used. The final development, use and monitoring of the Typology Manual designed by ABCD staff will represent a major step toward resolving this problem. Adoption, use and monitoring of the system of reporting forms also designed by ABCD staff will provide valuable additional descriptive materials of the counseling process.

The importance of the randomization procedures to the demonstration effort still do not seem to be fully understood by all key school department personnel. A request was made to discontinue the randomization of classes procedure partially on the ground that they presented an added administrative burden. It is undoubtedly true that two counselors serving one elementary school district and having to keep track of which classrooms they serve is more complicated than the traditional procedure. However, it is important that the action-research design be adherred to, if at all possible. Randomization has not been built into all of the evaluation designs of school department-ABCD programs, only where it has been deemed necessary and administratively appropriate. This problem has already been satisfactorily resolved through discussion with School Department personnel and is only being mentioned in the interest of recording the process of implementing a "piece" of action-research.

Two additional problems, less significant but nevertheless representative, are discussed to both further document the action-research process and also to provide additional examples of the kinds of issues which ABCD and the School Department have been able to resolve.

One concerns the kinds of information that are required to be reported by the "regular" counselors. There are two issues here: (a) the regular counselors are part of the demonstration program as a function of the development of the overall action-research design and were not necessarily so included in the original thinking about a demonstration program. Therefore, special

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reporting efforts are "beyond the call of duty," as it were; and (b) it is undesirable, from the point of view of the demonstration, that the procedures built into the demonstration program diffuse the regular program because of the nature of the reporting process. The use of the Typology Manual is a case in point. If its use were incorporated as a major component of the regular counseling procedures, which was the temptation, and this changed the general shape of the decisions and actions of the regular counselor, the desired comparison of the demonstration program and the regular program would become blurred. On the other hand, it is necessary that comparable information be obtained concerning the children referred to the regular counselors so that, for example, caseloads, agency referrals, and outcomes can be compared. It is becoming increasingly clear that one of the major problems obstructing reasonably pure action-research is the tendency for demonstrated procedures to be absorbed into the regular programs before there is any evidence that the new procedures are as good or better than the old.

Another relatively minor but typical problem is the possibility of the demonstration counselor and the regular counselor each receiving a referral of a child from the same family. The randomization of classes procedure make this highly possible and it is reported that two such instances occurred in the Spring program. This problem was resolved by having each counselor continue to work with the child referred to him but with the demonstration counselor assigned to work with the family. Related problems are also raised, e.g., identifying such cases and whether or not they should be excluded for evaluation purposes.

All in all, once the major evaluation procedures, student mobility tracking, up-dating of the school records, and the systematic use of the required reporting forms, are in full force, this evaluation effort should be able to produce interesting and valuable findings about a key school problem: undesirable pupil behavior and how to deal with it.

5. Recommendations and Plans for Next Year

a. The primary task is to iron out present problems in cooperation with the Head of the Pupil Adjustment Counseling Department.

(1) The program requires at least a half-time ABCD program monitor to improve communications with the Head of Pupil Adjustment Counseling, the demonstration pupil adjustment counselors, and school principals in order that the full nature of the demonstration will be more clearly understood.

(2) Helping to provide adequate and desirable supervisory assistance to the Head of Pupil Adjustment Counseling may require the appointment of a special assistant to supervise the experimental demonstration program, under the general direction of the Head of Pupil Adjustment Counseling.

b. Training for pupil adjustment counselors. The Head of Pupil Adjustment Counseling has been contacted to discuss a 30-week In-Service Training Program.

c. Whether demonstration pupil adjustment counselors should have the supportive services of psychiatric consultation available should be resolved.

D. GUIDANCE PROGRAM

Background

In 1958 the Boston School Department initiated a pilot guidance program in one junior high school in the Dorchester area. The major objective of this program was to provide counseling service to ninth-grade pupils who were in danger of becoming academic failures. In the fall of 1963 this pilot program was extended to nine other junior high schools, one guidance advisor being assigned to each school. His primary functions were to prevent academic failure and dropping out of school and to assist pupils in course selection and high school choice. No guidance advisors were assigned to any elementary schools in the city.

Summary of Program Design

At the same time that the ninth-grade guidance program was being expanded to other schools, staffs of the Guidance Department and ABCD were working on development of a demonstration guidance program, the general outlines of which had been agreed upon earlier. The demonstration program was designed to operate in the fifth and sixth grades of an elementary school and in the seventh, eighth and ninth grades of a junior high school into which the elementary school fed pupils.

Four guidance advisors were appointed by the Superintendent of Schools and assigned by the Guidance Department to the demonstration program, one to each grade in the junior high school and one to the elementary school. This was done late in the fall of 1963. Discussion of operating details for the demonstration program, however, did not get fully underway until January, 1964.

In the subsequent months, ABCD's program specialist met regularly with the Director of Guidance and the Supervisor of Guidance to design the demonstration program. A guidance program tailored to the elementary schools had to be worked out in concept and in detail since there was no precedent for it in the school system. As for the demonstration program in the junior high school, the following innovative features had to be developed: (a) introduction into the regular curriculum of materials aimed at meeting some of the problems of disadvantaged youth, (b) guidance through small group sessions, and (c) methods of helping under-achievers. It was also necessary to work out modified methods for dealing with school failures and to intensify work with parents.

In July a draft of the program was being reviewed and the summer was devoted to further elaboration of operating details.

Although the demonstration program operations, November, 1963 - June, 1964, had not been fully worked out, the four guidance advisors assigned to the elementary school and the junior high school had contact with all the students in the grades to which they were assigned. The Guidance Department reports the following number of interviews during the period November, 1963, through June, 1964:

	No. of Pupils	No. of Interviews			Parent Interviews
		Boys	Girls	Total	
Grade 7, Jr. High	191	403	350	753	92
Grade 8, Jr. High	171	397	319	716	39
Grade 9, Jr. High	151	424	348	772	66
Grades 5 & 6, Elem.	244	667	347	1014	68

The number of conferences held between the advisors and teachers as well as the number of referrals from the advisors to pupil adjustment counselors is shown below:

	Teacher Conferences	Referrals to PAC
Grade 7, Jr. High	78	24
Grade 8, Jr. High	67	0
Grade 9, Jr. High	54	7
Grades 5 & 6, Elementary	72	4

A report from The Guidance Department gives the following data on students in the demonstration schools failing in two or more subjects as of January 1, 1964:

	Grade 7	Grade 8	Grade 9	Grades 5 & 6
(1) Number of students	191	171	151	244
(2) Number with two or more failures	86	93	31	39
(3) Number of interviews with failing students	290	463	208	301
(4) Number of interviews with parents of failing children	54	17	32	21
(5) Number of failing pupils counseled who were promoted	59	49	10	28

Analysis of the work of the guidance advisors with youth failing in two or more subjects shows that in the seventh grade, 45 percent of the total class population were in the failure category, and accounted for 38 percent of the pupil interviews. In the eighth grade, 54 percent of the pupils were in the failure category and almost two-thirds of the pupil interviews were devoted to this group. In the ninth grade only 20 percent of the total student body was in the failure category and 27 percent of the total interviews were devoted to this group. For the fifth and sixth grades, 16 percent of the total population were in the failure category and received 28 percent of the total pupil interviews.

These figures show that students failing in two or more subjects by mid-year accounted for 27 to 64 percent of the total number of interviews with guidance advisors. In only one instance (seventh grade) was proportionally less time given to failing students. Thus, the tendency was for guidance advisors to spend a substantial amount of their time with failing students.

The Program

The demonstration program has the following objectives: (1) to reduce the failure and dropout rate, (2) to increase the number of pupils entering and completing high school, and (3) to improve the academic performance of all pupils.

The low ratio of students to guidance advisors in the demonstration schools is designed to enable the advisors to provide intensive counseling service for all pupils. Specifically, the intensification of counseling services is intended to permit a minimum of three interviews with each junior high school student regardless of academic status. Interviews with seventh grade pupils will focus mainly on orientation to junior high school curricula, activities, and procedures. Interviews with eighth and ninth grade pupils will focus on course selection and high school choice.

An unlimited number of interviews will be reserved for failures and potential dropouts. Pupils failing in one or more major subjects at the first marking period will be considered failures. Those failing in the greatest number of subjects will be assigned the highest counseling priority. Potential dropouts are identified as those pupils who either had indicated or were thought to be planning to leave school because of academic failure or for some other reason, such as home pressure, desire to work, or the approach of the pupil's sixteenth birthday.

At the elementary school level each fifth and sixth grade pupil will be interviewed at least once at the beginning of the school year to acquaint him with the guidance advisor's role. A minimum of two interviews is prescribed for all fifth grade pupils. Additional interviews will be arranged on the basis of pupil needs.

Advisors in the demonstration schools will also provide additional services which might make possible the earlier identification and treatment of problems associated with the pupil's learning process, such as earlier detection of potential dropouts and failures, earlier contact with parents, greater interaction between the guidance advisor and the classroom teacher, and greater cooperation between the guidance advisor and other pupil personnel services.

The demonstration program also calls for the guidance advisor to reinforce the individual counseling program by introducing small group counseling and discussion, by inviting community leaders to address pupils, by arranging field trips, by setting up visual aid programs, and by implementing the diffusion of relevant guidance oriented materials into the curriculum. The purpose of this diffusion is to introduce into classroom curricula materials which will counter devalued self-images by making the curriculum more meaningful to disadvantaged pupils. Specific materials and texts for each subject area will be included in an annotated bibliography now being prepared to assist the guidance advisor and the classroom teacher in carrying out this phase of the program.

Analysis of Problems

Problems which arose in implementation of the program in the 1963-64 school year remain to be solved. In some cases the responsibilities of persons connected with the program were not explicitly stated, procedures for certain activities were not clearly explained, and essential steps were omitted. Most of these deficiencies have now been identified and tentative solutions developed.

1. Definition of the Principal's Responsibilities in the Program. A list of principal's responsibilities has been prepared and will be included in the revised program so that the principal may effectively assist the guidance advisor in carrying out the program. A few of the responsibilities are: orientation of school personnel; making working facilities, materials, and equipment available to the guidance advisor; provision for centralized record keeping; and budgetary allowance for the purchase of guidance materials.

2. Orientation of School Personnel. The cooperation of the Director of Guidance and the school principal will be required in carrying out in-service meetings, workshops, demonstrations, and individual conferences between guidance advisors and other school personnel. The aims and objectives of the demonstration guidance program and the procedures for implementing these objectives will be clarified at these meetings.

3. Materials for Use in the Classroom. A guide is being prepared which will suggest specific materials to be introduced into subject curricula. These materials will be selected for their relevance to the socio-economic status of the disadvantaged pupil, and will supplant other less relevant material in the existing curricula. The guidance advisor will assist the classroom teacher in devising effective ways of utilizing this material. The guidance advisor will thus act as a resource person in implementing these aspects of the school curriculum.

4. Final Specification of Procedures. Procedures and forms for referrals and for interviews are being prepared.

5. Evaluation of Impact. As pointed out elsewhere, ABCD staff learned that the development of full action-research designs for the demonstration programs are complicated and time-consuming tasks. The Research staff has been working step by step with the Program staff in order to build evaluation procedures into the operational plans for the pre-kindergarten, reading and school adjustment counseling demonstration programs. The fact that the guidance demonstration design has been the slowest to develop made it impractical to give priority to the guidance research design. As this report is being written, however, the guidance proposal is taking detailed shape rapidly and a research design is in process.

E. OTHER SCHOOL DEMONSTRATION PROGRAMS

1. Introduction

In addition to the four programs described above, the Boston Youth Opportunities Project included five other programs dealing with education. During most of the period covered by this report only two members of the program staff were available and equipped by training and experience to work on implementation of the first four programs. Detailed development of the second group of five programs had to wait the recruitment of new staff to fill program specialist positions provided for in the proposal to the President's Committee. One program specialist was employed on a half-time basis in May, 1964, two joined the staff in June, and two more have been recommended for appointment as of September.

Detailed design work is now beginning on tutoring, AID (Ability Identification and Development), Home-School Liaison, and Scholarships. A preliminary draft of the main features of the Work-Study program is presented here. The original statements of intent, as they appeared in the proposal to the President's Committee, are recapitulated for the other four programs.

2. Work-Study Program

An estimated 1500 pupils dropped out of the Boston Public Schools during the 1963-64 school year. Many of these youths are without salable skills and are unable to find jobs in the labor market. A work-study program which aims at early identification of prospective dropouts and intervention within and outside the school setting should demonstrate more effective means of attacking the problems confronting these youth.

Program Objective

This work-study demonstration program is designed for potential school dropouts. Its main objective is to test whether the incidence of dropouts can be reduced among students whose dropout potential is recognized early and treated by:

a. Improving their basic academic skills in reading, language arts, arithmetic, general science, and social studies.

The assumption here is that the potential dropout needs to strengthen his skills and knowledge in each of these subject areas. His lack of success in the classroom and his inability to obtain a job after he leaves school often can be traced to his below-average performance in the basic academic subjects. Most occupations require the ability to read and make some mathematical computations. Therefore, it is important that each potential dropout improve his competence, particularly in reading and mathematics, through remedial instruction.

b. Providing each student with actual experience on a renumerative job.

The assumption is that the potential dropout lacks experience in any kind of work roles. He needs to be exposed to meaningful jobs which will help him acquire a "can do" attitude and an understanding of the important relationship between school skills and work performance.

c. Helping each student form good work habits through the improvement of personal appearance, manners, speech, punctuality, cooperation, as well as technical skills used in particular industries and occupations.

The assumption is that the potential dropout requires those work habits which are needed for success in various occupations. Through classroom instructions and related work-experiences, the student should develop these qualities. He should enjoy success and recognition. The motivation to remain in school would be strengthened by his acquisition of good work habits which increases his possibilities of success on the job. This work-study demonstration program, in addition, is designed to give each student experience with role relationships as they operate as a system in a work setting.

Selection

For this work-study project two hundred male students will be selected and divided at random into a demonstration group of 100 and a control group of 100. These students will be recruited from grades eight and nine of four junior high schools in Roxbury, Charlestown, and the South End.

The guidance counselor in each school will complete a dropout profile developed by ABCD's program and research staff in cooperation with staff of the Boston Public Schools. From the student's attendance record the following data will be taken: (1) number of times student has been truant, (2) number of absences considered excessive by the School Department. The counselor will also confer with the classroom teachers, where possible, relative to the student's behavior. All data pertaining to any disciplinary action taken by the principal against the student will be included in the dropout profile submitted by the counselor.

This data will be combined with that compiled by ABCD from the student's cumulative records regarding:

1. Residence
2. Age
3. IQ Score
4. Grade Repetition
5. Academic subjects failed for two or more successive years prior to and including present grade level.

The criteria on which the students will be selected are presented below with the supporting rationale:

a. Residence in the target area of the Boston Youth Opportunities Project.

This project is designed to reduce the incidence of dropouts among students living in the target area where school dropouts, youth unemployment, and juvenile delinquency tend to be the highest in Boston

b. Fourteen to 15.5 years of age as of September, 1964.

This project is designed to increase the likelihood that students under sixteen years of age will stay in school until graduation. By offering these students a combination of part-time, on-the-job training and remedial classroom instruction, hopefully, the program will reduce the incidence of school dropout.

c. IQ Score: 75-84; 85-94; 95-105.

There is abundant evidence that these IQ test scores are realistic for potential dropouts in the study area. A high percentage of the students at the junior high level in the target area scored below 99. A small percentage of these students will have IQ scores above 100 and will qualify under the same criteria.

d. Reading below grade level by one and one-half or more years, according to reading tests given within the last two years. These students' I. R. scores will be between 75-84 or 85-94.

A recent comparison of the test performance of students in three target area junior high schools with scores for the city as a whole indicates that their median reading scores were below city-wide averages by one or more years. Most of the students scored below 99 on IQ tests. Since there is a close correlation between low academic performance and ability to read, reading achievement will be a major consideration in the selection of students.

e. Failure to average a mark of "C" for two or more consecutive school years in academic subjects.

Most of these students will have below-average passing marks in one or more academic subjects, especially in mathematics and English. Many will have been failures in all academic subjects. These students will be selected and offered remedial instruction along with work experience which jointly should provide an incentive to remain in school and be better prepared for the future.

f. Repetition of two or more consecutive school years since entering the first grade.

Grade repetition recurs often among potential dropouts. Usually, these students must repeat a grade because of underachievement in reading and academic subjects. Their school marks are predominantly below "C".

g. Attendance record indicates truancies and excessive absences as determined by the School Department.

The assumption is that potential dropouts will have a disproportionate number of absences and truancies. These students generally lack interest in school and many prefer to skip school and avoid the low personal status due to lack of academic success.

h. Disciplinary problems.

Most of these students will have records of misbehavior and maladjustment in and out of school. School principals and teachers will have recorded instances of trouble with particular students who have had fights in classrooms, used profanity profusely, and generally made themselves difficult to handle in school. Usually, these students have below grade level reading ability, low scholastic aptitude, and poor attendance records.

ABCD staff will complete the dropout profiles and randomly select 100 experimentals based on these profile characteristics from a list of 400 eligible students. ABCD will also select a list of student replacements for the project, if the need for replacements should arise during the first phase of the project.

Operation of Program

The work-study will operate in three phases:

Phase One: Orientation and Exploration. The students will be introduced to the world of work through individual and group counseling sessions with vocational advisors and job coordinators. They will take field trips to business and industrial establishments. They will do part-time, remunerative work in crews and individual assignments under close supervision.

Phase Two: Individual Work-Experience. Individual job roles and pre-vocational interests will be developed in this phase. Job coordinators will review each student's academic and job performance record before giving him a promotion from a "work-crew," or individual assignment. This phase will last for approximately four months. The aim of this phase is to provide the student with increased self-confidence through success on a job.

Phase Three: Full-Time Work Experiences and Grade Promotion. Phase three of the project will begin in June, 1965, and last until the end of August, 1965. Successful completion of phase two is pre-requisite for the "promotion" to full-time summer jobs. Hopefully, most of the students will remain on the jobs to which they were assigned in phase two.

Each student's academic achievement and job performance will be evaluated for grade promotion. Teachers and coordinators will appraise each student's over-all record before giving him a final mark or rating. Each student will receive credit for the year of work-experience and academic study. At the end of the demonstration project in August each student will receive a Certification of Participation and a grade promotion card indicating his school and grade for the next academic year.

Evaluation Component

Teachers and coordinators will administer diagnostic tests monthly provided by the project research staff. Each teacher and job coordinator will prepare reports on each student relative to his academic achievement and job performance on forms developed by ABCD staff. The research staff will collect and analyze all data.

Program Problems

The work-study project for the 100 male students who are identified as potential dropouts will require 50 full-time jobs or 100 part-time jobs. However, the kinds of jobs these youth can obtain are extremely limited by law. Being under 16 years of age, these minors are virtually prohibited from working in factories and other types of industries and business establishments engaged in interstate commerce. There are also strict regulations pertaining to the health and safety of minors on the job. When these legal restrictions are viewed in the light of the existing reluctance of employers to hire non-high school graduates, the problem of finding outside school jobs for the 14 to 15.5 years of age group is indeed formidable.

The question of credits toward high school graduation is ultimately important to the students and their parents and needs a favorable decision.

The major problem to be overcome is the dearth of teaching materials appropriate to the needs and interests of potential dropouts. Given their characteristic disinterest in school, it is essential that program methods, materials and staff be highly success-oriented.

Methods of improving achievement in reading and basic mathematics are traditionally long-range and require repetitious effort without immediate indications of or rewards for progress. Moreover, the content of practice exercises tends to be geared to the interests of pupils who normally read fourth and fifth-grade texts.

In this demonstration program new materials and methods will be used extensively in order to overcome these problems. As of the writing of this report, the program staff is developing this crucial aspect of the demonstration program.

Summary of Evaluation Design

Since this program is still in the final planning stage and the program design has not been adopted, the following is a summary of evaluation intentions and should not be considered as a formal design.

The basic evaluation design used to evaluate ABCD programs has been presented elsewhere in this report. To implement the design, detailed school and other records of the children invited into the program and designated as controls will be kept.

ABCD research staff will also attend program planning meetings, review the final program design, interview boys participating in the program, directly observe the program at its site, and collect attendance records for each participant. (See Questions 1 and 2 in the evaluation design.)

In order to ascertain changes in academic performance of the participants (Question 3 of the evaluation design) scores from standardized tests in the academic subjects of program interest will be used to measure change. Pupil's school marks in these subjects will also be part of the program evaluation. Changes in work habits will be evaluated through the use of rating scales completed by those members of the school staff in contact with the experimental population.

To see to what extent changes in academic performance and work habits in the experimental population can be attributed to the program (Question 4 in the evaluation design), a control group meeting the eligibility criteria will be randomly selected. The academic performance and work habits of children in this group will be analyzed following the same procedures as with the experimental population. The relative changes in the two groups will be compared following standard statistical procedures.

3. Tutoring

At the present time there are tutoring programs of varying quality being carried out under the auspices of settlement houses, churches, and other institutions throughout the city. These were organized as stop-gaps pending the assumption of this responsibility by the public school system. A school-based program is proposed here as a demonstration to test the feasibility and effectiveness of carrying out tutoring services under public school auspices.

Individual students performing below grade level in elementary school will be identified by teachers and principals in the demonstration schools. For each of these students, an individual program of after-school tutoring will be developed.

Skilled teachers will supervise the tutors in methods and materials being used in the classrooms. The tutors will work with individual students, using school and community facilities. Tutors periodically will report problems and progress to the supervising teacher who, in turn, will act as liaison with each youngster's classroom or subject matter teacher.

The program will remain flexible. Students will begin and end their tutorials as their achievement improves on standardized tests and is substained in the regular classroom. Consultations between the supervising teacher and the tutor will determine a student's entry into or exit from a tutorial program.

The demonstration program will be implemented in one elementary school district in Roxbury, one elementary school district in the South End, and one elementary school district in Charlestown. Forty tutors will work in each school district. Each tutor will have two groups of three students, who will meet for one hour after school twice weekly. In each district, therefore, 240 students will participate in the program at any time, or 720 students in the three districts. However, students will move in and out of the programs as their school achievement improves so that the actual number in excess of 720 to be involved in the program over a one-year period will depend on how long individual students remain in the program.

Twenty teachers and twenty college students, parents and high school students will form the team of forty tutors in each district. The program supervisor will have over-all responsibility for coordinating the program.

4. Ability Identification and Development

This program would provide a greatly-widened range of activities and opportunities for students to develop and pursue their interests individually or in small groups after school and on Saturdays. Through such opportunities, it is hoped that these youngsters can discover and exploit their talents and in so doing increase their interest in what the educational system has to offer them.

A three-fold program is proposed to accomplish these objectives in the regular classroom setting, after-school and in Saturday sessions.

Resource teachers in each of the subject areas will conduct a two-week intensive orientation period for classroom teachers in the demonstration schools, followed by once-a-week follow-up and exploration sessions. These sessions will focus on ways of recognizing and channeling the overt and the latent talent shown by children and on activities geared to provoking and sustaining student interest in the classroom. This orientation phase has as its objective an enriched classroom curriculum and a significantly sharpened perception of students' abilities by teachers.

On the basis of interest revealed in the classroom, individual students will be encouraged to explore and develop their interests or hobbies in after-school sessions. A corps of teachers will be recruited and paid in each demonstration school to plan projects and activities with individual students, with special materials and equipment available for their use.

To assure against the loss of developed or promising interest, a referral program is proposed. The coordinating teacher, at the end of each student's Saturday sessions, will hold a conference with that student and establish contact with sources of further talent development in the community. It is hoped that scholarship funds will be available to help students, where necessary, pursue their interests in this way.

5. Home-School Liaison

The relationship between parents and the school is of vital importance to the school performance of the child. Both parents and school personnel are concerned about the inadequacy of that relationship with respect to many families in the target area.

Home to school visiting for consideration of specific problems is unquestionably of high value when such contacts are effected. Unfortunately, many school administrators and teachers find this approach of limited value because many parents do not respond to the request to make visits to the school or are not able after making such visits to implement suggested methods for improving a particular situation.

Through many of the school programs included within the Boston Youth Opportunities Project runs a common denominator--the importance of parential involvement and support for the efforts to help the child achieve more satisfactory performance in school. Each of the programs seeks the cooperation of the parents on the one hand, and on the other hand, hopes to infuse both child and parents with an interest in the benefits of adequate and enriched education. In the final analysis, the programs are based on recognition of the low motivation for learning and the lack of skill on the part of many youth and their parents.

Opportunities to improve home-school inter-action are inherent in these programs. Indeed, the success of the new programs themselves will depend to a considerable extent on the ability of the schools to involve the parents in carrying out the programs.

Each of the new programs requires that parents be informed of the nature, extent, limitations, and scope of the programs to which their children will be exposed. The very act of launching the programs and their experimental nature and limitations may produce parent reactions ranging from intensive interest to overt hostility. Clarification of the programs will need to be intensive and continuous and will call for involvement of personnel directly engaged in implementing the programs.

6. Scholarships

Opportunities for financial assistance in post-high school education can be expected to increase the motivation of students to perform in school as a prerequisite to obtaining such assistance. This program proposes to use scholarships as such an incentive. The reality of low-family income has a defeating effect on motivation toward academic achievement. The disadvantaged student realizes that financial limitations may make post-high school education impossible. Youths who are achieving adequately but not at the top of their grade are even more convinced that advanced education is out of their reach. These attitudes pervade families and whole neighborhoods and result in downgrading of the value of education generally.

The present practices of universities, colleges, and schools offering post-high school education place a premium on high scholastic achievement. In being granted scholarships, small and large, the recipient must show academic excellence in high school and to do well on college board examinations.

This policy among the post-high school educational institutions unwittingly penalizes culturally disadvantaged youth. Youth from middle and upper class families escape this penalty because their parents often have the means to provide financial support for education. This financial support includes the opportunity to scout among several colleges or schools until a school is found which will accept the lower scholastic achiever.

This program is based on the assumption that an atmosphere in which youth, parents, teachers, and the community as a whole know that post-high school training and education are attainable is a prerequisite for motivating children toward that goal.

A program of scholarship aid will make it possible for many more youths from disadvantaged neighborhoods to obtain training and education beyond high school. This will include assistance to attend liberal arts and business colleges, technical and trade schools, and art and music schools.

The program will de-emphasize high scholastic achievement as the sole determining factor in the granting of scholarships and will recognize other factors that indicate potential.

Youth Educational Assistance (YEA), a non-profit Boston organization, has operated a scholarship program for several years targeted toward youth who are school dropouts, predelinquents or delinquents. The emphasis has been on providing training for employment in business and trade occupations, with some youth being enrolled in academic institutions. This organization has shown interest in using present machinery for development of this proposed scholarship program which would involve carrying out the following tasks:

Colleges, universities and trade schools will be contacted to open up enrollment opportunities for disadvantaged youth, particularly for average students who might succeed with special help.

Staff will be assigned to raise new funds for scholarships and to coordinate all available information about existing scholarship opportunities.

Direct working relationships will be established between the scholarship organization and the public and parochial systems to facilitate the recommendation of students for scholarships, although sources outside the school systems will be able to recommend individuals.

A campaign of community education will be undertaken as one of the functions of the scholarship organization.

F. NEW SCHOOL PLANNING

Early in 1962 the Superintendent of Schools submitted to the Boston Redevelopment Authority a request for land on which to build a new school in the Washington Park Section of Roxbury.

ABCD became interested in this new school, the first to be built in an urban renewal area, and offered to share its staff and resources with the School Department in order to develop plans for a school which would be uniquely designed to meet the needs of the community which it was to serve. Preliminary discussions with staffs of both the School Department and the Boston Redevelopment Authority indicated that there was need for imaginative planning of the program and facilities of the school.

With the concurrence of the Superintendent of Schools, ABCD's Education Specialist began to review some of the promising innovations in education and ways in which these might be adapted to the particular needs of the community in which the new school was to be located. Discussions were held with the staffs of Boston Redevelopment Authority, the Department of School Buildings, the Department of Parks and Recreation, and with community groups and individuals concerned and involved in the educational services and problems of their community. These led to the drafting of a preliminary proposal for discussion with the Superintendent of Schools.

Included in this proposal was the suggestion that a community planning mechanism of two committees be established. The first was to be a Community Advisory Committee which would consist of representatives from the School Department staff serving in schools in the community where the new school was to be located, local community leadership, and representatives from Boston area schools of education.

The second committee proposed was a Technical Resource Committee to consist of representatives of the Department of School Buildings and the Boston Redevelopment Authority, the architect to design the school, the Chief Structural Engineer of the School Department, and a consultant in educational program and facilities to be hired by ABCD.

It was suggested that the Community Advisory Committee discuss and develop a program for the new school which would then be used as the framework for the physical design. Frequent joint meetings were to be held with the Technical Resource Committee throughout the planning period in order to provide technical assistance and advice so that the final program proposal would represent the joint thinking of both committees. It was proposed that the ABCD Education Specialist coordinate the two committees. This was later modified and the Education Specialist was assigned as a member of the Technical Resource Committee.

ABCD then hired a consultant on curriculum and facilities to work with ABCD's Education Specialist on curriculum innovations and organizational and procedural modifications which might be appropriate to school needs in Boston. After several weeks of research, discussion, and planning, a preliminary proposal was developed and sent to the Superintendent of Schools with the suggestion that the Community Advisory Committee use this document to launch their investigation and study.

The preliminary proposal included a number of educational program suggestions for consideration by the Community Advisory Committee. Its primary recommendation was that the new school focus primarily on improved language instruction and become, in effect, a language-centered school. To accomplish this, some form of team or cooperative teaching was recommended, capitalizing upon the various strengths of individual teachers. From these overriding strategic considerations, other recommendations followed: a non-graded primary beginning at the pre-kindergarten age level, a reorganization of the upper elementary grades, class size not exceeding 25 pupils, flexible grouping, instructional facilities centers, a language laboratory, school and classroom libraries, a cafeteria, close affiliation with a nearby university to provide practicums in teaching, access to university research, opportunities for more intensive and extensive pre-training and in-service training and supervision, and a K-5 grade organization.

After joint review of the recommendations, the committees were established and began working immediately. To provide carry-over from planning to implementation of the new program and building, the School Department and ABCD worked out an arrangement whereby, for the first time in Boston, the person to be designated principal of the school was released from her regular post and assigned to coordinate planning of the program for the new school. ABCD supplements the regular salary of this coordinator, and finances her trips to other cities to view experimental programs and facilities.

Advisory Committee meetings were held to discuss basic policies affecting the new school. The Development Administrator of the Boston Redevelopment Authority, the Executive Director of ABCD, the Superintendent of Schools, and members of their staffs frequently met in ABCD offices, along with representatives of the Department of School Buildings, the architect, and others to discuss the size of the school population, the grades to be included, the use of land for educational and recreational purposes, etc., as these factors affected the overall plan and operation of the school. By July, 1964, a full proposal for program and facilities was submitted to the Superintendent of School Buildings for the new school. He reserved the right to modify these suggestions.

ABCD's relationship to this planning has been quite different from its other roles with the School Department. Whereas in planning and implementing the demonstration programs, its role was one of close cooperation, negotiation, and monitoring, in planning the new school its role has been more catalytic and consultative. The emphasis has been upon expanding the range of knowledge of school staff and encouraging their experimentation with new ideas, increasing the dialogue and communication with other agencies in the city and urging assessment of traditional school policies and practices.

This special planning process is not limited to this one school. Several additional new schools are being planned for Roxbury. The School Department and ABCD have agreed to transfer the structure and experience of this first planning effort to planning of these new schools.

The ultimate success of this relationship with the School Department will be determined by the extent to which this planning procedure effects greater communication between the broader community and the School Department and simultaneously improves the quality of the educational program.

G. RECOMMENDATIONS TO STRENGTHEN SCHOOL DEPARTMENT - ABCD COLLABORATION

As the preceding section of this Report indicates, there is need for more frequent and effective communication between the School Department and ABCD, particularly with respect to the goals and program and evaluation procedures of the demonstration programs. Significant progress has been made through the appointment of the Coordinator, the availability and use of school records, the assignment of School Department staff to help develop programs, the availability for meetings, the concurrence with new program ideas, and the joint review and selection of personnel. However, the requirement for adhering to agreed-upon procedures often conflicts with the natural tendency to adjust and change operations in the direction of needs which arise on a day-to-day basis.

It is therefore recommended that, in order to strengthen relations and understanding between the School Department and ABCD, monthly meetings be scheduled to discuss the progress and problems of the demonstration programs. These meetings should include the Superintendent of Schools, the Executive Director of ABCD, and the top-level program and research personnel connected with the demonstrations both in the School Department and at ABCD. An agenda should be prepared and circulated at least one week prior to each meeting. This agenda should be prepared jointly by the Coordinator of ABCD-School Department Programs and the Supervisor of Education Programs at ABCD.

In order to implement the policies jointly agreed upon, a number of procedural decisions must be made on a day-to-day basis; some of these regarding location of facilities, training, assignment of staff to develop program ideas, etc. have not been handled adequately. In order to improve this situation it is recommended that the Coordinator of ABCD-School Department Programs, the Supervisor of Education Programs at ABCD, and the Director of Research (or his designee) meet twice monthly. The latter two persons, actively involved in the day-to-day implementation of policies affecting the demonstrations, must be in constant communication with each other.

A third area of communication concerns the principals and teachers in whose schools the demonstration programs are being launched. Without the understanding and full cooperation of teaching staff, it is impossible to implement any program with a moderate degree of success. Meetings were initiated on a monthly basis with principals and supervisors who were affected by the demonstration projects and closer working relationships developed among school staff and ABCD staff. It is recommended that these meetings be held once again on a formal basis throughout the rest of the demonstration period. The agenda for the meetings should include problems identified by the Coordinator and Supervisor and other problems suggested by the participants. It is recommended that this meeting remain an informal one in which communication flows freely and confidentially among the staffs represented.

APPENDIX A

CENSUS INFORMATION ON BOSTON CENSUS TRACTS REPRESENTED IN PRE-SCHOOL TARGET AREA*

Boston Census Tract	Race In Percentage			Median Income	Percentage Unemployed	Population per Household	Median Education (persons over) 25	Proportion of tract area inscribed by "Walking Distance"
	White	Negro	Other					
R3	16.4	82.9	.7	$2,750	8.7	2.92	8.8	majority
R2	45.1	54.4	.5	3,648	14.7	2.91	8.9	majority
R1	4.3	94.9	.8	3,178	11.7	2.48	8.7	less than 1/4
S2	98.0	1.9	.1	4,000	6.6	2.99	10.2	less than 1/4
S1	68.2	30.6	1.2	3,354	4.4	2.42	12.1	small fraction (only a housing project)
L3								only one child - data not presented as being misleading
Boston								

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* U.S. Censuses of Population and Housing: 1960
Final Report PHC (1) - 18.
Census Tracts: Boston, Massachusetts

APPENDIX B

PRE-KINDERGARTEN PROGRAM - - RAW DATA

MALES

	PRE-TEST BINET			POST-TEST BINET		B.U. SPEECH & SOUND		W U G	
I.D.#	C.A.	M.A.	I.Q.	M.A.	I.Q.	Pre-Test	Post-Test	Pre-Test	Post-Test
40	4-10	4-2	85	4-5	87	7/17	16	--	--
44	4-3	4-4	101	5-2	117	--	10	--	--
48	4-8	5-4	114	5-8	118	16	--	--	--
2	4-2	3-10	91	3-11	89	8	11	--	--
3	4-5	3-5	76	4-0	88	13	9/19	--	8
8	4-11	4-0	79	4-6	89	13	9	--	--
11	4-4	4-3	97	4-7	103	11/20	9/15	--	--
12	4-8	4-2	88	4-6	94	12	4/12	7	--
13	4-4	5-0	115	5-8	126	15	18	6	12
14	4-6	3-4	72	3-7	75	--	--	--	--
15	4-8	3-2	65	3-8	74	9	11	--	--
18	5-0	4-5	87	4-2	78	10	--	--	--
19	4-6	5-8	126	5-6	118	16	--	6	--
20	4-1	3-9	90	3-3	75	--	--	--	--
27	4-8	5-0	107	5-0	101	29	22	--	8
32	4-7	3-10	82	4-0	83	7/21	--	--	--
35	4-9	4-7	96	4-4	85	--	12	--	1

APPENDIX B

PRE-KINDERGARTEN PROGRAM -- RAW DATA

FEMALES

PRE-TEST BINET				POST-TEST BINET		B.U. SPEECH & SOUND		W U G	
I.D.#	C.A.	M.A.	I.Q.	M.A.	I.Q.	Pre-Test	Post-Test	Pre-Test	Post-Test
24	4-1	4-0	97	4-5	103	4/12	16	--	2
25	5-0	4-2	81	4-10	93	9	9	--	6
41	4-8	4-2	88	4-10	101	4/15	11	--	1
42	4-9	4-8	98	5-1	103	7/15	12	--	5
43	4-6	4-0	88	4-3	92	13	16	--	15
46	4-6	3-7	78	3-11	84	11	14	--	--
47	4-7	5-3	114	4-9	99	11	15	--	7
50	4-5	4-6	101	4-7	99	0	12	--	9
51	4-4	4-3	97	4-7	101	0	21	--	--
5	4-6	3-9	82	3-9	79	13	12	--	--
6	4-10	4-0	81	4-6	89	0	8	--	--
7	4-6	4-2	92	4-3	90	13	--	--	--
9	4-1	4-10	117	4-8	109	15	--	8	--
17	4-8	4-1	86	4-2	85	9	10	--	2
23	4-11	4-4	87	4-6	87	15	13	--	5
26	4-3	4-2	97	4-10	109	11	--	11	--
29	4-4	4-5	101	4-4	95	2/6	13	--	--
31	4-1	3-7	86	3-9	87	11	10	--	--
34	4-11	3-0	57	3-11	75	4	18	--	--

APPENDIX C

P. A. C. PROGRAM REFERRAL REPORT

Project No. 1-3
ID No. 4-9
Census Tract 10-12
School District 29-32
School 33-36
Student's Teacher 37-38
PAC Reporting 39-40

Student's Name .... last first middle
Birth Date: Mo. .... col. 13-14 Day............ 15-16 Year............ 17-18 Age............ 19-20 Grade............ 21-22
Address ....
Mother's Name .... last first middle
Father's Name .... last first middle
Date of Referral: Mo. .... 23-24 Day............ 25-26 Year............ 27-28
School District ....School....................
Student's Teacher ....PAC.................... last first last first
Source of Referral (enter code number) 41-42

(01) Class Room Teacher
(02) Principal
(03) Other Teacher
(04) Reporting PAC
(05) Other PAC
(06) School Nurse
(07) Custodial Staff
(08) Attendance Officer
(09) Other School
(10) Other School Department
(11) School Administration
(12) Other ....

Problem Detected by (enter code number) 43-44

(01) Class Room Teacher
(02) Principal
(03) Other Teacher
(04) Reporting PAC
(05) Other PAC
(06) School Nurse
(07) Custodial Staff
(08) Attendance Officer
(09) Other School
(10) Other School Department
(11) School Administration
(12) Other ....
(13) Parents
(14) Social Agency
(15) General Hospital
(16) Psychiatric Clinic
(17) Probation Officer
(18) Boston Police
(19) Other Police
(20) Court
(21) Youth Service Board
(22) Other Student
(23) ....
(24) ....

Problem as Described at Time of Referral by Referral Source:

Classification of Problem (s) at Time of Referral

Most Serious Problem: 45-46

(If a determination as to the most serious problem is not made at this time, leave blank and code all problems as secondary problems).

Secondary Problems:
(Enter the number of secondary problems necessary in the numerical order of the code numbers assigned to them).

1. 47-48
2. 49-50
3. 51-53
4. 54-56
5. 57-59

Date Report Received
Mo. .... 60-62 Day .... 63-65 Year 66-68
Referral No. .... col. 69-73
Program Status .... col.
Deck No. .... Col. 79-80

CHAPTER III

SUMMER CAMP-SCHOOL PROGRAMS

A. INTRODUCTION

One of the major problems facing any social planning and action agency whose goals include delinquency prevention, improving school performance, raising aspirations, and the like is that there are no ready-made programs available which produce the desired results. Furthermore, it is almost certain that different kinds of children need different kinds of treatment in order to produce changes in behavior. For these reasons ABCD has encouraged experimentation with programs whose contents vary and which are aimed at different kinds of children.

Some of these programs which have been described elsewhere in this report take place during the school year and are designed to help the youngster who has fallen behind in his school work to catch up to the average and better students in his class. ABCD has encouraged programs which help the under-achiever close the gap during the summer vacation. A variety of programs was felt to be necessary in order to experiment with different ways of using the summer to develop academic skills, raise aspirations, and the like. Many students, especially under-achievers, look forward to the summer precisely because it means release from school. It seemed reasonable that every program should combine recreation with education but this raised questions of how much of each and for whom.

Four combinations of recreation and remediation were finally settled upon, each program to be designed for a specific population of disadvantaged students and each to be conducted in settings which ranged from a complete camp and recreation orientation to a highly academic orientation.

A brief outline of each program was submitted to the President's Committee on Juvenile Delinquency and Youth Crime in November, 1963. It was subsequently approved by the Committee as part of the Boston Youth

Opportunities Project. Over a period of several months, ABCD staff met with representatives of the co-operating institutions to develop program details and evaluation procedures. One program aimed at average students was planned for location at a private secondary school to be operated by four Jesuit scholastics with a six-week curriculum which stressed English, mathematics, and science in a traditional classroom setting, but which also included trips to the beach, to ball games and similar experiences.

Another summer program was designed to be held at a local university campus for a number of potentially able boys who would be given a varied curriculum, which would include discussion groups and the opportunity for each boy to specialize in projects of personal interest.

Finally, plans were made for many boys to attend already-established overnight summer-camps, some for four weeks and others for eight weeks. Two summer camps were to be used, but even in these camps, each program would be based on different philosophies. At one, the boys would be exposed to conventional summer camp life, except that each day they were to receive a one hour classroom period in remedial reading; and twice a week they were to attend language arts classes which involved acting in a play, singing, role playing, and similar activities.

The opportunity for all campers to take a course in newspaper reporting was also designed to improve reading and language skills. At the other camp, the approach to remedial work was through incorporating into day-to-day camp activities the opportunities to read, write, and do problems in arithmetic.

This section contains a summary of each program described in terms of the original design; a description of program operations; a summary of the original evaluation design; a preliminary evaluation report, and a discussion of some of the problems of implementing the program and the evaluation.

The programs were carried out on two campus settings during the day and two resident camps.

The day programs were located at Boston College High School, a private school in Dorchester operated by the Society of Jesus of New England and at Brandeis University in Waltham. Agassiz Village, a camp affiliated with United Community Services and located in West Poland, Maine, was the site of one of the resident camp programs. The other was located at Camp Ousamequin, a Young Men's Christian Association camp at Halifax, Massachusetts.

The following table presents a summary description of the four program designs and includes the eligibility criteria for each program. The experience to date in each of the four programs is described in the following pages.

It is important to note that as a matter of policy it was decided that once a child was identified as eligible for a particular program, he became part of a pool from which the participants and controls would be supplied for that program. This meant, with one exception to be discussed later, that he was no longer eligible to participate in other camp-school programs for which he may have satisfied the eligibility criteria.

A Comparison of the Four Camp School Designs in Terms of Educational and Recreational Components, Enrollment, Duration and Criteria for Selection

Reading Down: (1) Traditional Academic Component Decreases
(2) Traditional Recreational Component Increases

Participating Agency	Enrollment	Length	Eligibility Criteria: In Addition to Living in the BYOP Target Area	Academic Component
1. Jesuits (Boston College High School)	45-50	6 weeks day camp	Entering 9th Grade, Sept. 1964 Most recent reading score on Cumulative School Record not more than 1 year 5 months above or below grade level*	Three hours each day in traditional classroom setting with classes in English, mathematics, science; field trips
2. Brandeis University	100	8 weeks day camp	Entering 9th Grade, Sept. 1964. I.Q.: 95 and above Most recent reading score on Cumulative School Record two years below grade level to any level above grade*	70 minutes each day in traditional classroom setting with classes in developmental reading, language arts, films, field trips, specialization in projects of student interest, discussion groups
3. Agassiz	156 (32) (62) (62)	8 weeks 4 weeks 4 weeks overnight camp	Grade 3-8, September, 1963 IQ 75-100 Age: 8-13 Most recent reading score on Cumulative School Record below grade level*	Remedial reading, spoken language one hour each day in traditional classroom setting; training for camp newspaper

(continued)

A Comparison of the Four Camp School Designs (continued)

Participating Agency	Enrollment	Length	Eligibility Criteria: In Addition to Living in the BYOP Target Area	Academic Component
4. YMCA (Ousamequin)	50 (20)	8 weeks	Age: 9-13	Infusion of opportunities to read and compute into normal camp activities (No traditional classroom setting)
	(15)	4 weeks	I.Q. 75-100	
	(15)	4 weeks overnight camp	Most recent reading score on Cumulative School Record below grade level*	

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* Most recent reading score on the Cumulative School Record may go as far back as the second grade.

B. JESUIT PROGRAM

In the Spring of 1964, a Jesuit priest and four scholastics applied to ABCD for approval and financial support for a plan to conduct a summer school for boys from the ABCD target area. After consultation with ABCD staff, the Jesuit Brothers later submitted a draft of their program. ABCD staff was of the opinion that the proposed program did not adequately take into account the special needs of the target population. A revision of the program was agreed upon and is presented below.

1. Summary of Program Design

The Jesuit Camp-School Program, to be conducted in a formal school setting at Boston College High School, is designed to increase the students' knowledge of the basic structure of the English language and their facility in its use and to increase students' knowledge of basic mathematics.

This six-week project will begin with a two-week program during which the students take the S.R.A. -- "Things I Like To Do" interest inventory and the California Reading, Mathematics and Language Tests as indicated in the table below.

SCHEDULE FOR THE FIRST TWO WEEKS

Monday and Tuesday (First Week)

9:00 - 11:00 A.M.	S.R.A. "Things I Like To Do" Interest Inventory	1/2 of boys on each day
	Milk and Cookies	
11:00 A.M.	Dismissal	

Wednesday (First Week)

9:00 - 12:15	California Reading and Mathematics Test
12:30 - 5:30	Outing to Weston College: swimming and ball playing

Monday and Tuesday (Second Week)

9:00 - 11:00 A.M.	California Language Test	1/2 of boys on each day
	Interviews	
12:00	Dismissal	

Wednesday (Second Week)

9:00 - 5:00	Outing to Weston College: swimming, ball playing and outing

During these two weeks, each of the five teachers will interview ten students to determine attitudes toward school, self-image as a student and reaction to traditional academic rewards and punishments. The information derived from these sources will provide the basis for classroom grouping and teaching techniques.

During the subsequent four weeks, a 9:00 A.M. to 6:00 P.M. program will provide activities aimed at producing desired academic change. These include classes in English, mathematics, science demonstrations, trips to museums and libraries, and recreational excursions, as indicated in the schedule below.

DAILY SCHEDULE FOR FIRST FOUR WEEKS OF PROGRAM

8:45 - 9:00	Students arrive
9:00 - 9:50	English Class: Groups A & B Mathematics Class: Groups C & D
9:55 - 10:45	English Class: Groups C & D Mathematics Class: Groups A & B
10:45 - 11:05	Break Period: Milk and Cookies
11:05 - 12:05	Enrichment Period
12:05 - 12:45	Lunch free time
12:45 - 5:00	Educational or Recreational Excursions
5:00	Students leave

TYPICAL WEEKLY SCHEDULE -- ENRICHMENT PERIODS AND EXCURSIONS

11:05 - 12:05	Monday	Tuesday	Wednesday	Thursday	Friday
Period Enrichment	Art Lecture	Science Demonstration	Science Demonstration	History Lecture	Science Lecture
12:45 - 5:00	Trip to Museum of Fine Arts	Weston College Cookout & Sports Outing	Free Afternoon	Trip to Lexington & Concord	Trip to Science Museum

Five 50-minute English classes each week will focus on improving verbal ability in oral and written composition. Films from the Boston Public Library will provide ideas for vocabulary development and subjects for oral and wirtten composition. Games from Bernard Kingsley's Reading Skills will be used to introduce new words and reinforce acquired vocabulary.

In creative writing and reading exercises the teacher will point out the parts of speech and their functions. Writing letters and short paragraphs, in addition to correcting unmarked mimeographed materials, will provide exercises in sentence structure. Paragraphs in Be a Better Reader (the basic text for the English Skills Course) will be used as models for paragraph understanding. Teachers will review pronunciation exercises in the students' text in order to develop auditory discrimination and to improve pronunciation. Each student will read a selection into the tape recorder and other students will listen to the tape and comment on the quality of delivery. Recordings of short stories, poems, or famous speeches will provide models for oral reading or speaking experiences.

In five 50-minute sessions in mathematics each week, problems and drill exercises will be phrased in real-life situations rather than in less concrete arithmetic symbols. Word problems from Be A Better Reader will offer the opportunity to demonstrate the continuity between reading skills and mathematical concepts. These exercises will also provide practice in a systematic and logical approach to word problems.

There will be exercises in the basic operations of addition, subtraction, multiplication, and division of whole numbers, mixed numbers, decimals, and fractions.

During the third week of the program, the third period of the day will be devoted to introductory lectures and science demonstrations in biology, chemistry, and physics. The students will later decide upon an area of specialization. Students will then experiment and follow lecture-demonstrations in one science for most of the remaining third period classes.

From time to time there will be films and guest lectures in art, science, or history. In the afternoon there will be educational field trips as well as recreational excursions. The field trips will include a tour of Weston Seismological Observatory, a visit to the Museum of Fine Arts, a trip to the historic sites of Lexington and Concord and guided tours through the Science Museum and the Washington Village Library. Recreational excursions will include swimming at Scituate Beach, cookouts at Weston College, baseball, basketball, and volleyball at the Metropolitan District Commission ballfield, and Boston Red Sox games.

In all of these activities, the pupil-teacher ratio will be 4 to 1 or 5 to 1.

By way of preparation, ABCD engaged specialists who conducted a twelve-hour training session for the Jesuit scholastics on July 16-17, which included lectures and discussion on the general characteristics of the boys from the ABCD target area, on educational issues -- e.g., techniques for teaching word recognition, study skills, -- relevant to this type of population, and on the techniques of interviewing. The program called for interviews of the boys and their parents by the Jesuit instructors. An interview schedule was prepared for this purpose by the ABCD staff.

Since the recruitment of the boys had begun while the orientation sessions were being conducted, the Jesuit teachers also discussed with the specialists their experiences in the homes of the boys invited into the program. There was discussion about a big and aggressive boy who the Jesuits feared would intimidate the smaller youngsters, but it was concluded that they would "wait and see" rather than reject the boy. The method of selection and recruitment as well as the characteristics of the participants are described in the evaluation.

In-service follow-up sessions on interviewing techniques and behavioral problems were planned but further training proved to be unnecessary.

2. Operation of the Program

During the first two weeks of operations, the Jesuits used the interview as a measure of interests, attitudes toward school, and reactions to traditional academic rewards and punishments.[1]

Information from these interviews, as well as from the interest inventory and standardized achievement tests administered during the first two weeks of the program, were used to divide the campers into five homogeneous groups for the English and Mathematics classes and for changing the program to better meet the needs of the boys. These instruments also contributed to an understanding of the boys' attitudes toward classroom instruction, and to the development of controls to deal with the students.

From the outset of the program, the Jesuit instructors reported that they were "... impressed by the co-operation, obedience and politeness of the students." Throughout the demonstration period they continued to report favorably: e.g., "Boys appear to be making progress in both English and Mathematics. They freely discuss topics that are brought up, and appear quite interested in the program;" and "The continued spirit of friendliness and cooperation between the boys and the instructors is very encouraging."

Likewise, ABCD program observers were impressed with how smoothly the program appeared to be running. They noted that students were well behaved and responsive in the English and Mathematics classes and in the Science lecture-demonstrations. There was also general agreement that good humor and a friendly, relaxed atmosphere prevailed inside and outside the classrooms. The teachers felt that the field trips were successful and contributed to a rapport which carried over into the classroom.

During the first week of regular classes, one of the English teachers felt that his brightest group was getting bored with some of the exercises in

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[1] A copy of the interview schedule is available in the offices of the ABCD program staff.

Be A Better Reader. To provide greater challenge, he introduced Short Story Masterpieces to this group as a text, assigned home readings from this book, and discussed some favorite short stories in class. The teacher reported that this homework created no apparent negative reaction and that, on the contrary, some students did extra short story reading and discussed these additional stories with the teacher.

Two of the trips planned were canceled. The Washington Village Library visit, designed to acquaint the boys with library procedures and services, was canceled because of a lack of interest. Likewise, after attending one Red Sox game, a second invitation was declined because of the disorderly conduct of other children attending the game who were not participants in the Jesuit Program.

3. Summary of Evaluation Design

The basic design used to evaluate ABCD programs has been presented elsewhere in this report. To implement this design, detailed school and other records will be kept of children selected for the program or designated as controls. These will be necessary to know who participated and to what extent, which children refused, and which children could not be located. ABCD research staff will also attend program planning meetings; they will review the final program design; they will interview boys participating in the program; they will directly observe the program on its site at Boston College High School; and they will collect attendance records kept for each participant. (This covers Questions 1 and 2 in the evaluation design.)

In order to ascertain changes in academic performance of the participants (Question 3 in the evaluation design), the California Reading Test and the California Language Arts Test will be used to measure improved knowledge of the basic structure of the English language and improved facility in its use. The California Arithmetic Test will be used to measure changes in mathematics. These tests will be administered during the first (pre-test) and last (post-test) weeks of the program.

To determine to what extent changes in the test scores of the participants can be attributed to the program (Question 4 in the evaluation design) a control group meeting the eligibility criteria will be randomly selected and where possible will be given the same pre- and post-tests as the controls. Changes in test scores of the experimentals and the controls will be compared following standard statistical procedures.

4. Evaluation Report

The Jesuit Summer Program opened on July 20, 1964, and concluded six weeks later, and it is impossible at this time to report findings for the program. This report will therefore, focus on the selection procedures and on the kinds of data collected in order to evaluate the program.

5. Population Selection

The eligibility criteria for selection into the Jesuit program were (1) eighth-grade boys living in the ABCD target area and attending a Boston Public School in 1963-64 (2) whose most recent reading score was not more than one year and five months above or below the grade in which the test was taken. Although it was ABCD's policy not to include as eligibles those boys who had been identified as eligible for other programs, it was necessary to waive this rule in this case. The Jesuit program was the last one to begin and the number of eligibles had been exhausted in filling other programs. It was necessary to invite sixty-one of the controls for the Brandeis program in order to complete the recruiting for the Jesuit program.

Data used to determine eligibility were obtained from photostatic copies of the Boston Public School System's Individual Cumulative School Records. The eligible population was selected from the following schools:

Campbell
Cleveland
Curley
Dearborn
Edwards
Gavin
Holmes
Lewis
Mackey
Russell
Timilty
Tobin
Wilson

These schools were selected because the necessary school records were available. Comparable records were not yet accessible for other schools in the ABCD target area.

Because of the difficulty in contacting selectees and the high refusal rate, three separate samples had to be drawn. Since, at the time of its drawing, the first sample of 105 eligible boys was felt to be large enough to supply the experimental and control groups, fifty-four boys were randomly selected as the experimental group and the remaining fifty-one boys for the control group. When this sample proved insufficient to fill the places available in the program, a second and then a third sample were drawn. The third sample consisted of part of the Brandeis control group. The total eligible population was one hundred ninety-nine boys. [2]

6. Recruitment Procedures

Letters describing the program were sent to the parents of the boys in the total selected population. Each delivered letter was followed by home visits by one of the Jesuit teachers.[3]

The following table shows the results of these recruitment procedures:

Total eligible population		199
Participants	44	
Refused	59	
Not Contacted	42	
Controls	54	

Of the fifty-nine boys who refused to participate, twenty were attending other summer schools, eight were working, six were attending other camps, nine were not interested, nine had other vacation plans; seven declined for other reasons.

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[2] A fuller account of the determination of eligibility and sampling procedures for the Jesuit Summer Program can be obtained from ABCD's Data Processing Center.

[3] Five of the 145 letters that were mailed were returned to ABCD with the label "Address Unknown".

7. Characteristics of Total Eligible Population[4]

Of the total eligible population 32 percent came from Roxbury, 60 percent from North Dorchester, 6 percent from Charlestown and one percent each from the South End and the area designated as "Special".[5]

The age range of the total population was from 13 years - 5 months to 18 years - 5 months as of July 1, 1964. The mean age was 14 years - 2 months. The distribution of this population by age is as follows:

	AGE RANGE	MEAN AGE
Participants	13 yrs. 0 mos. - 16 yrs. 5 mos.	14 yrs. 0 mos.
Controls	13 yrs. 0 mos. - 18 yrs. 5 mos.	14 yrs. 5 mos.
Refusals	13 yrs. 0 mos. - 17 yrs. 5 mos.	14 yrs. 1 mos.
Not Contacted	13 yrs. 0 mos. - 16 yrs. 5 mos.	14 yrs. 2 mos.
Mean for Total Eligible Population		14 yrs. 2 mos.

The reading criterion was not more than one year and five months above or below grade level at the time of testing. IQ scores, while not part of the eligibility criteria, are available for 174 of the 199 total eligibles. The mean scores for IQ and reading are as follows:

Total Eligible Population	IQ Mean	Mean No. of Years and Months Above or Below
Participants	99.2	3 months below
Controls	97.0	2 months below
Refusals	102.0	2 months below
Not Contacted	97.6	1 month below
Mean for Total Eligible Population	98.9	2 months below

The program seems to have attracted the young children (by one month) and those lower in IQ and reading scores than those who refused.

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[4] The distribution of I.W. and Reading Level Scores for the experimental and control groups appears in Appendix A. The distribution of I.Q. and reading criteria of the experimental control groups appear in Appendix B. The distribution of the I.Q. and Reading characteristics of the total elgible population appears in Appendix C.

[5] Two census tracts, not in Charlestown, Roxbury, South End or North Dorchester, but, in the ABCD target area.

8. Program Procedures and Exposure to the Program.

In order to discover what procedures and methods were used in the program (Question 2A in the evaluation design), ABCD research staff attended program planning meetings prior to launching of the program and was supplied with a detailed description of the planned program procedures by the program staff. In addition, ABCD research staff members have been observing and reporting the various program activities. Reports will be coded and analyzed as a measure of the extent to which program procedures were implemented. In addition, several program participants were interviewed by ABCD research staff and some of the questions dealt with program activities as perceived by the participants. Those interviews will also be coded and analyzed.

Records on daily attendance and participation in various special projects and field trips have been maintained and will also be analyzed in order to measure the effect of differential exposure to the program (Question 2B and 2C in the evaluation design).

The goals of the Jesuit program are to increase the students' knowledge of the basic structure of the English language and their facility in its use and to increase the students' knowledge of basic mathematics. In order to measure changes in these skills (Question 3 in the evaluation design) the ABCD research staff has administered the California Language and Arithmetic Tests as pre-tests and will administer them as post-tests.

Due to the recent conclusion of this program little has been done thus far to measure its impact. (Question 4 in the evaluation design). As noted, a control group of fifty-four boys has been established and arrangements are being made to compare the program participants and the controls in the academic areas and attitudes that the program of the Jesuits dealt with.

9. Analysis of Problems

The identification and recruitment of students was done under time pressure. The Jesuit Proposal had been the last summer program submitted to and approved by ABCD, and eligibility criteria were established late and then changed because the initial criteria did not supply a sufficiently-large population. There was further delay because the ABCD Data Processing Center was busy with the demands of other summer programs. The Jesuits recruited the boys themselves and much time and effort was lost in the process of developing techniques for reaching the boys.

The possibility that not enough recruits would be found for the program made the planned training sessions for the Jesuits seem burdensome to the scholastics who preferred to spend their time on recruiting rather than on orientation.

No problems peculiar to this project arose in relation to implementing the designed classroom experiences or field trips. Twice, however, transportation problems caused severe absenteeism. On one day the bus followed its pickup schedule forty minutes late, while those on the other bus arrived too early. As a consequence, some students did not get to school on those days. A few boys, however, walked or took public transportation, thus showing a great interest in program activities.

This bus problem was remedied when a regular driver was installed. Other problems, experienced by the Jesuits as well as by other programs, are discussed below under "An Analysis of Problems and Recommendations Common to the Four Summer Camp-School Programs."

C. BRANDEIS PROGRAM

During the Winter of 1964, ABC D staff developed the outline of a camp-school program which would require facilities that could best be provided by a university. At the same time, a group of faculty and students at Brandeis University had been organized and meeting for the purpose of working with Negro Children in the Boston area. Because the Brandeis campus would be vacant during the coming summer, thus providing classrooms and dormitories and making many members of the Brandeis faculty accessible, and because a group already existed there interested in working with children from the ABCD target area, ABCD entered into discussions with the Brandeis administration about the possibility of establishing a summer program on that campus. The college administration agreed to the plan and to making a contribution toward defraying part of the expenses of the program.

A program proposal was discussed and accepted. The University appointed a liaison person for the purpose of locating a coordinator who would recruit staff and administer the program. In consultation with the Brandeis faculty and ABCD staff, the coordinator selected a staff and conducted staff orientation sessions which began one week prior to the opening of the program. The staff orientation included a review of the program design, training in developmental reading techniques, demonstration discussion groups, reading assignments, small group meetings between staff and parents in the communities involved, and visits to the ABCD target area.

1. The Program

The College Campus Program seeks to improve students' subsequent school performance, and to keep them in high school and post-high school education longer than would have been the case if they had not been exposed to the program.

The program runs five days each week from 9:00 A.M. to 4:00 P.M. for eight weeks. Activities designed to produce the desired change are: "Eye openers to the world around us", developmental reading classes, language arts classes, independent projects, discussion groups, and "higher horizons" type trips. The daily schedule appears below.

TYPICAL DAILY SCHEDULE

8:45	Students arrive
8:45 - 9:00	Calisthenics, announcements
9:00 - 9:55	"Eye Opener"
10:00 - 11:00	Athletics: softball, team A vs. B, C vs. D Track or basketball, E vs. F Volleyball, G vs. H, I vs. J
11:00 - 11:15	Showers, dressing (staggered)
11:15 - 11:45	Reading development
11:45 - 12:30	Lunch, free time
12:35 - 1:15	Language arts
1:20 - 2:10	Independent Projects I
2:10 - 3:00	Independent Projects II
3:05 - 4:20	Discussion Groups (I & II): Swimming III
4:00 - 4:20	Supervised study; independent library study
4:30	Buses depart
4:20 - 5:30	Informal softball game, staff and stayovers
5:30 - 6:30	Dinner, staff and stayovers
6:30 - 7:30	Free time
Evening	Stayovers

WEEKLY SCHEDULE FOR EYE-OPENERS, DISCUSSION GROUPS, SWIMMING AND EVENING STAYOVERS.

	MON.	TUES.	WED.	THURS.	FRI.
9:00 - 9:55	Film: "Thursday's Children"	Film: "Nanook of the North"	OPEN	Film: "Talk on trip around us"	Film: "Citizen Kane"
3:05-4:20 Discussion groups or swimming	Discussion Groups (A & B) Swimming (C)	Discussion Groups (B & C) Swimming (A)	Dis. Groups (C & A) Swim. (B)	Dis. Group (B & A) Swim (C)	Dis. Group (C & B) Swim
Evening Stayovers	8 boys to "My Fair Lady"	None	3 boys to James Farmer Lecture	1 boy to Jazz-dance concert	5 boys from music project (Friday afternoon to Sat. night, 2 concerts, sleepout, & sightseeing).

For 55 minutes each day, the "eye opener" will introduce new areas of interest to students, e.g. Bell Telephone Company film and demonstration on music and sound; Brandeis Summer Theatre group demonstration on acting, props, and lighting; "The Making of A President" film.

Development and reading classes will devote 30 minutes each day to improving reading skills through Science Research Associates (SRA) and other new materials, including Educational Development Laboratory (EDL) workbooks and carton caption vocabulary exercises. Language arts classes of 40 minutes a day will focus on reading for enjoyment, expository writing, speaking and listening.

In discussion groups, staff members and students will discuss attitudes and values and educational or vocational opportunities. There will be five trips in the afternoon for example, to local colleges, government agencies, and theatrical or musical productions, etc.

Two fifty-minute periods each day will be devoted to independent projects dealing, for example, with space and aviation; the design and repair of an automobile engine; music and photography. Each project will enable students to work in depth on a subject of interest. Excellence in work and the sense of achievement that goes with it will be stressed in these projects.

Two to fifteen students at a time will be encouraged to spend at least three days and two nights overnight on the campus, rooming with staff members. This experience will provide time for informal athletics, individual tutoring, and a taste of college life. It will also bring together students from different parts of the city.

The student-staff ratio in all of these activities will range between 10 to 1 and 6 to 1.

Program Operations

In the first week of the demonstration period, the Camp Coordinator felt it was necessary to change the schedule because the academic load was too heavy for a summer program. The time of the "eye opener" was changed from immediately after morning arrival to immediately after lunch on grounds that students should not be met with a traditional classroom experience the first thing in the morning.

The reading and language arts classes were consolidated into a single, one-hour class. The language arts segment was thus abbreviated, and some tutors in this program devoted the period to free-reading exercises for students. Again,on grounds of too heavy an academic load, the coordinator reduced the time allocated for independent projects and discussion groups by almost 50 per cent.

To reduce the time required for class preparation by teachers, the subject matter for discussion groups was limited to educational and vocational opportunities. The Coordinator appointed a staff member to prepare a single lesson plan to be followed by three or four discussion groups on the same day.

Reports from the Camp Coordinator on the progress of the program were generally favorable. He noted that within 20 days all of the students were reading at a more advanced level than they had begun with in the SRA materials and that there was an increase in the use of the library. By the end of the fifth week, several students had progressed through four or more reading levels in the SRA materials.

The Coordinator reported changes of attitude in the boys. At the outset he had felt that the boys were suspicious and reserved in their relations with staff. By the end of the first month he was of the opinion that the campers were adopting staff members as role models. In discussion of future career and educational opportunities students were said to show increased interest in careers requiring higher education. The coordinator reported that about 50 boys came regularly to the program.

ABCD program observers noted that, at the outset, many Negro and white campers ate and played in racially segregated groups. As the camp season progressed, small inter-racial groups formed. The camp staff attributed the initial separation to pre-camp neighborhood friendships and the later formation of bi-racial groups to new associations developing around common activities, projects and interests.

2. Evaluation of the Program

The basic evaluation design used in ABCD programs has been presented elsewhere in this report. To implement the design, detailed school and other records will be kept of the children invited into the Brandeis program or designated as controls. These will be necessary to know who participated and to what extent, which children refused, and which children could not be located. ABCD research staff will also attend program planning meetings, will review the final program, will interview boys participating in the program, will receive periodic reports (including attendance records) from the staff concerning procedures used in the program, and will directly observe the program on site. (Questions 1 and 2 in the evaluation design).

Significant improvement in the California Reading Test will be used as an indicator of success in that objective of the program which seeks to improve subsequent school performance. The test will be given during the first and last weeks of the program. Changes in scores in standardized tests administered in the schools and changes in school marks will also be used to measure subsequent school performance. (Question 3 in the evaluation design).

The objective of whether those exposed to the program will "...continue their high school and post-high school education longer than would have been the case if they had not been exposed to the program..." will require the establishment of procedures to follow the pupils in their school careers. Evaluation of the success of this objective will also require the use of a control group who -- where possible -- will be subjected to the same pre- and post-test measures as the experimental group. The changes in score of the measures employed will be compared for both groups according to standard statistical procedures.

Evaluation

The College Campus Program has only recently concluded. The evaluation being reported will focus on the question whether the program reached members of the defined population for which it was designed. There will be some discussion of the kinds of data that have been and will be collected in order to make possible an estimate of whether or not the program did anything about changing the behavior of participating members.

Population Selection

The eligibility criteria have been specified as follows:

(1) Residence in the BYOP;
(2) Entering the ninth-grade in the Fall of 1964; and
(3) The following combinations of I.Q. and reading achievement:
    (a) 95-99 I.Q. range and from one-half below grade level to

any score above grade level

(b) 100-104 I.Q. range and from one and one-half below grade level to two years above

(c) 105 and up I.Q. range and from two years below to one and one-half years above grade level.

A pool of 349 boys who met the above criteria and had not previously been drawn for other ABCD summer camp-school programs was drawn from the following schools:

Campbell
Cleveland
Curley
Dearborn
Edwards
Gavin
Holmes
Lewis
Mackey
Russell
Timilty
Tobin
Wilson

The names came from photostatic copies of Individual Cumulative School Records of eighth graders in the files of ABCD's Data Processing Center. Because of a high refusal rate on the first sample and later samples, four separate samples had to be drawn.

One hundred and seventy-five boys were selected at random from the 349 and invited to participate, and the balance (174) were designated as the control pool. Ninety-eight of these controls were used as a source for the third sample for the Jesuit Summer Program, and 3 others, it turned out, did not satisfy the eligibility criteria. This reduced the control pool to 73.[6]

Because the first sample did not furnish enough participants, it was necessary in later samples to draw on schools which were on the periphery of the target area. This resulted in thirty-two boys being erroneously selected who did not live in the target area. Another boy from an earlier sample did not meet the I.Q. and reading criteria.[7] Although nineteen of the ineligibles participated at least once, they are not regarded as part of the experimental population. Thus 142 of the 175 boys invited to attend met the eligibility criteria.

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[6] Sixty-one of the 98 met the eligibility criteria for the Jesuit program; the 37 who did not will not be used as controls.

[7] These errors occurred partly in the processing of cards through the IBM sorter and partly because the pressure of time did not allow for verification procedures.

In addition, there were some boys who participated in the program who were not selected by ABCD research staff but who decided to come because their friends were attending. The Coordinator of the Program decided to allow these boys to attend. ABCD research staff has requested such information as their names, addresses and school records.

Recruitment Procedures

A personal visit was made by a staff member of the Brandeis program to each boy selected to participate from the first three samples. If the respondent was not at home, the visit was followed by a letter, phone call or (in a few cases) a telegram. Since time was scarce, selectees from the fourth sample were contacted by phone and mail.

Of the 142 eligible boys invited to attend the College Campus Program, 79 attended at least one day of the program. Of the remaining 63, 7 who accepted the invitation never attended, 15 never responded, 19 were never located, 18 refused, and 4 were never contacted. The major reasons for refusals were summer school, other summer plans, work, or lack of interest.

Population Characteristics[8]

At the beginning of the program, the racial distribution of the boys, including the ineligibles who were attending, was 55 percent White and 34 percent Negro. For 11 percent of the boys, information concerning race was not available. At the time of this report, the proportion of those who were still attending was 55 percent white, 41 percent Negro and four percent whose race was not known. The ineligibles have been included in these proportions since the racial composition of the program population may have program significance. Nineteen boys were ineligible by program criteria but they were part of the scene as far as the participants were concerned. Although detailed information about the racial composition of those who came on their own and were allowed to stay has not yet been received, from conversations with the Coordinator it appears that they are predominantly Negro.

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[8] Appendixes A & B contain additional information concerning the distribution of age, I.Q., and reading characteristics among the total eligible population.

Except for the 16-year-olds, age does not seem to have been a factor in whether or not a boy accepted the invitation to the program. Both of the 16-year-olds who were contacted refused to participate. One surprising feature of the age distribution of the participants is the large number of 14-year-olds (3) and 15-year-olds (8) in the total eligible population. It may be that many 14-year-olds were in the 8th grade in 1963-64 because they were born soon after October 1 and had to wait until they were 5 1/2 before they began school. However, the large number of eighth graders who were 14 years old suggests that many of them were left back in school. The 15-year-olds undoubtedly included many who were kept back. An analysis of the promotional histories of the boys participating in the program will be presented in a future report. The age distribution of the total eligible population is as follows:

Total Eligible Population

	13 yrs.	14 yrs.	15 yrs.	16 yrs.	TOTAL
Participants	32	39	8	0	79
Don't Shows	4	3	0	0	7
No Response To Contact	10	4	1	0	15
Refusals	8	7	2	2	19
Unlocatables	7	8	2	1	18
Never Contacted	3	1		0	4
Controls	30	36	7	0	73
TOTALS	94	98	20	3	215

Program Procedures, Exposure, and Measurement of Impact

In order to discover what procedures and methods were used in the program (Question 2A in the evaluation design) ABCD research staff attended program planning meetings prior to the beginning of the program and was supplied with a detailed description of the planned program procedures by the program staff. ABCD research staff members have been observing and reporting on various program activities. These reports will be coded and analyzed to see to what extent program procedures were implemented. In addition, twenty program participants were interviewed by ABCD research staff and part of the questions dealt with program activities as perceived by the participants. A code sheet is being developed by ABCD staff for these interviews.

Records on daily attendance and participation in various special projects and field trips will also be analyzed in order to measure the effect of differential exposure to the program (Questions 2b and c in the evaluation design).

In trying to measure changes in the experimental population (Question 3 in the evaluation design) this report can only describe the data thus far collected.

In preparing to evaluate whether the participants will improve in subsequent school performance, the following procedures have been or will be carried out: the California Reading Test was administered to 79 boys at the Brandeis Campus on July 13, 1964. This is the pre-test measure. On August 28, an alternate form of the same test was administered. Arrangements are being made to obtain at periodic future intervals data on tests and school grades for the program participants.

To evaluate whether the participants should continue their high school and post-high school education longer than would have been the case if they had not been exposed to the program, arrangements are being made with the appropriate school officials to follow the school enrollment of the pupils in high school and college, inasmuch as the projected life of ABCD is too short for research staff to follow these pupils through the twelfth grade and then to college.

In order to know whether any changes, if they did in fact occur, can be attributed to the program (Question 4 in the evaluation design), a control group of 73 boys has been established. It has not been possible to pre-test or post-test members of the control pool on the California Reading Test. But arrangements are being made to obtain their scores on standardized tests and other school achievement records at periodic intervals.

Analysis of Problems

The most noticeable problem in the implementation of the Brandeis design was the many changes in schedule and content during the first month of the demonstration period. These resulted in a reduction in the academic component of the program. Also, according to the Coordinator, it gave staff members a feeling of considerable administrative disorganization.

The Coordinator justified the changes partly on grounds that he had expected boys of higher I. A. then those he felt had been selected for the program. According to the Coordinator, part of the original program was intellectually too demanding for boys with lower I.Q.'s.

The Coordinator believed that some boys were dropping out because the project was "too much like school". By the end of the day, both staff and students were exhausted. The Coordinator thus eliminated some of the academic activities.

According to the Coordinator, the staff enjoyed their personal relationships with campers, although there was some misbehavior. Two campers, larger than most of the others, led a small group of boys who intimidated less aggressive campers. One of the leaders of this group was expelled. Two boys were caught stealing from the college bookstore. Their parents were informed, and the boys were sent home.

According to reports from four ABCD observers, some campers strayed from required activities. The boys had to walk long distances between activities and were easily distracted. The fact that the camp staff did not consistently take attendance may have encouraged cutting. The Coordinator felt that his failure at the outset to define the behavior that was required and the freedom of a campus setting contributed to the problem.

A major problem in virtually all of the ABCD's programs, and Brandeis was no exception, is the recruitment of the target population. New procedures involving selection of the target population, program promotion, and contacting the eligible population should be and are being devised. Part of the problem involves procedures such as an accounting system for reporting contacts with the target population. As for tapping a population large enough to fill all the available places in a program, it has been ABCD's experience that a population two or three times the required size should be invited to participate. Other operating procedures must be devised to guide the staff responsible for implementing the program. For example, it is doubtful whether boys who attend programs, not by formal ABCD invitation but because their friends have been selected, should be allowed to participate.

Recommendations for Next Year

A major problem at Brandeis was the fact that the original program was not implemented because the Coordinator and his staff found it too taxing. A careful study should be made of this year's experience in order to prepare a workable program for next year. As in the past, the revised program should be jointly worked out by ABCD staff and the people responsible for implementing it. However, once the program is agreed upon, every effort should be made to carry it out as designed. Presumably, each component in the program is tailored to meet the many needs of children in the area. To discard parts of the program at the outset could lead to the substitution of activities which are not relevant.

It may be desirable to experiment within the same program with projects aimed at children of different levels of achievement. The teaching staff will then require instruments for making subgroups in reading and language arts classes, etc. Similarly, since part of the program was developed to encourage individual interest, an interest inventory test should be given in the future, so that students will be able to take advantage of a wide variety of special projects.

Finally, in view of the freedom that a large college campus provides, it is recommended that attendance be taken at the beginning of each activity.

D. AGASSIZ VILLAGE PROGRAM

1. Summary of Program Design

The Agassiz Camp-School Program aims at improving reading, speaking and writing skills through remedial reading classes, spoken language classes, and newspaper reporting. The camp schedule is indicated in the following table.

TYPICAL DAILY SCHEDULE

7:00	Reveille
7:00 - 7:30	Wash and Dress
7:30 - 7:45	Cabin Clean Up
7:45 - 8:00	Colors
8:00 - 8:45	Breakfast
8:45 - 9:45	Reading Class Spoken Language Arts Newspaper
9:30 - 10:45	Activity Period (Sick call, arts & crafts, athletics, exploring and waterfront)
10:45 - 11:15	General Swim
11:15 - 12:15	Reading Class; Free Period
12:20 - 1:15	Dinner
1:15 - 1:30	Rest Period
1:30 - 2:30	Reading Class Spoken Language Arts Newspaper
2:30 - 3:30	Activity Period (arts & crafts, athletics, exploring, waterfront and specials)
3:45 - 4:45	Reading Class
4:45 - 5:30	Free Period
5:30 - 5:45	Retreat
5:45 - 6:30	Supper
6:30 - 7:30	Reading Class Spoken Language Arts Newspaper

(continued)

7:30 - 8:45	Special Evening Activities
8:45	Lights out in Junior Section
9:00	Lights out in Middle Section
9:15	Lights out in Senior Section

WEEKLY SCHEDULE FOR READING SPOKEN LANGUAGE ARTS AND NEWSPAPER CLASSES

		MON.	TUES.	WED.	THURS.	FRI.
8:45 - 9:45	Reading Group	A	B	C	D	E
	Spoken Language Arts	B	C	A	-	-
	Newspaper Group	C	D	-	-	A
11:15 - 12:15	Reading Group	B	C	D	E	A
1:30 - 2:30	Reading Group	C	D	E	A	B
	Spoken Language	A	E	C	-	D
	Newspaper Group	E	A	-	B	C
3:45 - 4:45	Reading Group	D	E	A	B	C
6:30 - 7:30	Reading Group	E	A	B	C	D
	Spoken Language Arts	-	B	E	-	B
	Newspaper Group	B	-	-	D	E

Five 50-minute remedial reading periods each week will focus on phonics, visual memory, sight vocabulary, oral reading, dictionary skills, and comprehension and study skills. Among the high-interest materials adaptable to the techniques and methods to be used are newspapers, magazines, games, unpublished masters' and doctoral theses, 200 books from the Boston Public Library on loan to the camp, phonics materials and dictionaries.

In reading classes six or seven students will work around a table with a remedial reading instructor. Students will be grouped according to ability levels and specific weaknesses, without reference to age or grade. The small classes will give the teacher the opportunity to deal with individual differences and should promote closer co-operation among students and rapport between students and instructor.

Twice a week, spoken language classes will meet for 50 minutes. Students will participate in short skits, role-playing, choral reading, musical games, and dramatic productions. In addition the boys will participate in talent shows, dramatic and musical plays, and campfire and sing programs.

The camp newspaper program will offer lessons in the following techniques: asking questions, listening and taking notes, summarizing, writing notes as someone speaks and writing from one's own notes, making written reports of others in the group, oral reading, proofreading, use of dictionary, skimming and silent reading, differentiating between fact and opinion, and use of audio-visual materials.

In the newspaper and spoken language programs, one instructor will meet with about 18 students.

An orientation program has been designed to prepare instructors for work in remedial reading classes. It will include a series of one to two hour training sessions meeting every two weeks for two months prior to the camp's opening. The Camp Coordinator will direct this series and discuss program content, general principles of remedial reading, motivational and teaching techniques, testing and grouping, and preparation and evaluation of sample lessons.

These sessions are to be followed up by an in-service teacher training program aimed at assembling materials at camp before the students arrive. While the Agassiz Village Program is in progress, teachers will meet with the Coordinator to make further suggestions, and to discuss problems in implementation of the remedial reading segment of the design. Teachers will be encouraged to share their experience with each other at weekly or bi-weekly meetings throughout the camp session.

2. Program Operations

The boys financed by ABCD formed about 25% of the total camp population at Agassiz Village. They were randomly assigned to cabins with other campers. The reading classes described in the program design were given only to the

ABCD boys; the other campers did not attend. The Camp Coordinator and the Camp Director reported that ABCD boys did not resent being singled out for these classes, and that some campers not in the ABCD program said they wished to be part of the reading program.

A typical class consisted of eight or nine activities ranging from pronouncing words written on the blackboard through exercises in recall of stories that had been read aloud, to vocabulary games which were prepared by the teachers and which dealt with camp life. ABCD program observers noted that there was active student participation, individual attention, and close rapport between teachers and students in small groups of six or seven boys. In the Camp Coordinator's view the value of the classes was evidenced by the fact that, despite the impracticality of rounding up all the boys for a particular period since they were scattered in different activities over the large camp, boys voluntarily left these activities to go to class. Some offered their free time to assist teachers in making displays and in cleaning up the informal classroom building.

The spoken language arts and newspaper groups met less systematically than the remedial reading classes. Nevertheless, the directors of these programs reported some success. The spoken language arts instructor felt that his program disassociated oral reading from academic drudgery. He devoted class time mostly to reading plays, and he said the boys were enthusiastic. The reduction in class time led to elimination of musical games but this, according to the instructor, was adequately replaced by regular camp sings and bi-weekly entertainment programs. He also said that some boys showed an interest in the spoken language projects and elected them for extra classes in their free time.

The newspaper coordinator found that after the third issue of his bi-weekly, Ye Village Crier, ABCD boys contributed longer and more unified reports. Besides writing articles for the newspaper, the boys were instructed in distinguishing fact from opinion. In addition, he said that much time was devoted to taped oral composition by the boys after they had studied slides.

3. Summary of the Evaluation Design

The basic evaluation design for ABCD programs has been presented elsewhere in this report. To implement the design, detailed school and other records will be kept of children invited into the Agassiz Village Program or designated as controls. These will be necessary to know who participated and to what extent, which children refused and which children could not be located. ABCD research staff will also attend program planning meetings, review the final program, will interview boys participating in the program, will receive periodic reports (including attendance records) from the staff concerning procedures used in the program, and will directly observe the program on site. (Questions 1 and 2 in the evaluation design).

Significant improvement in the California Reading Test will be used as an indicator of success in that objective of the program which seeks to improve school achievement in reading. Significant improvement in the California Language Arts Test will be used as an indicator of success in that objective of the program which seeks to improve school achievement in language arts. These will be administered as pre-tests at the beginning of the program and as post-tests during the final week. (Question 3 in the evaluation design.)

In order to attribute any change in performance to participation in the program, a matched control group will be formed following matched paired procedures. Where possible, the control group will be subjected to the same pre- and post-test measures as the participants in the program. The changes in score of the measures employed will be compared for both groups according to standard statistical procedures.

4. Evaluation Report

The summer camp program at Agassiz Village only recently concluded so that this section of the report on evaluation will be limited to describing the selection procedures, some of the characteristics of the total eligible population, and some of the steps taken to measure the impact of the program.

a. Selection Procedures. The eligibility criteria for selection into the camp program were (1) third through eighth grade boys in a Boston Public School in 1963-64 and between the ages of 9 and 13 as of July 1, 1964, (2) whose most recent I.Q. score was between 75-100, (3) and whose most recent reading score was below grade level to any extent.

Because not all of ABCD's photographed school records were processed at the time of selection of the eligible boys, eligibility was determined only in those schools for which the records had been processed.

The criterion of age was not maintained since the IBM equipment necessary for the programming of age had not yet arrived. Finally, I.Q. scores did not appear on a substantial number of school records so that boys whose I.Q. scores had not been recorded and who satisfied the other eligibility criteria were declared eligible provided they were not enrolled in Special Classes.

Since the eligibility criteria for both Agassiz Village and Camp Ousamequin were identical, the population for both programs were selected at the same time. There were 156 camperships available at Agassiz Village and 50 at Camp Ousamaquin; 890 boys were found to be eligible.

Although 890 boys were initially identified as meeting the eligibility criteria, the first steps in evaluation revealed that 80 boys of the 890 were not in fact eligible. The reasons for their inclusion are many and a discussion of this problem can be found elsewhere. In any event, 29 boys invited did not meet the eligibility criteria; and of those, 13 participated in the program, 13 refused, 3 accepted but never arrived in camp. Forty-two of the 80 ineligibles were in the Agassiz-Camp Ousamequin control pool and have been eliminated from it. The control pool now consists of 405 boys.

Two hundred and ninety-eight boys were invited to Agassiz Village; 122 accepted, 138 refused, 16 could not be located as they had recently moved, and 22 accepted but did not attend.

A preliminary examination of the reasons for the refusals indicates that other summer plans, such as camp or school, were the main reasons.

Of the 156 camperships available at Agassiz Village, 32 were for eight weeks. These were randomly assigned from a list of those boys who had agreed to participate. However, eight of these left after four weeks. The Camp Director filled the remaining eight-week vacancies as best he could from those present during the first four weeks.

From this total eligible population, 443 boys, drawn in two separate samples, were chosen at random to be invited into the two programs. The 447 boys who were not drawn into the pool of boys to be invited were designated as controls. The first sample drawn was stratified by geographical area (Roxbury, the South End, Charlestown and Columbia Point) in order to assure racial balance. It was not possible in the second sample for each geographical area to be represented since there were no longer eligible boys in some areas. The boys who had been designated to be invited were then randomly assigned to Agassiz Village and Camp Ousamequin.

b. Recruiting the Selectees. The Director of Agassiz Village received a list of the boys who were to be invited. Letters were mailed to the families of these boys describing the camp and inviting the parents to an orientation meeting. Since the meeting was poorly attended, further contacts were made by telephone and direct home visits were made by representatives from ABCD and from United South End Settlements, Roxbury Neighborhood House, and the Charlestown Boys' Club.

c. Characteristics of the Population. The geographical distribution of the boys invited to attend Agassiz Village is as follows:

Area	Number	Percent
Roxbury	110	37
North Dorchester	63	21
South End	65	22
Charlestown	60	20
TOTAL	298	100

The geographical distribution of the participants in the Agassiz Village program is as follows:

Area	Number	Per Cent
Roxbury	36	30
North Dorchester	38	31
South End	17	14
Charlestown	31	25
TOTAL	122	100

The age distribution of the boys invited to attend Agassiz Village is as follows:

Number		Age Range	Mean Age
Participants	122	9 - 15 years	11 years
Refusals	138	9 - 15 years	11 years, 6 months
Unlocatables	16	10 - 15 years	11 years
Don't Shows	22	9 - 15 years	11 years

The distribution of I.Q. and average years below grade level in reading and the range of years and months below grade level of the boys invited to Agassiz Village is as follows:

	I.Q. Mean	Mean Number of Years and Months Below Grade Level at Time Test Taken	Range of Years and Months below Grade level at Time Test Taken
Experimentals	89.6	1 year, 4 months	1 month to 3 years
Refusals	98.2	1 year, 3 months	1 month to 4 years
Unlocatables	89.2	1 year, 2 months	1 month to 2 yrs. 5 mos.
Don't Shows	88.4	1 year, 8 months	6 months to 4 years

d. Measuring the Impact. The participants in the Agassiz Village program were given the California Reading Test as a pre-test either in the Boston Public Schools in the Spring or at camp at the beginning of the summer. In order to see if any changes in test scores occurred at the end of the program, an alternate form of this test was administered to the participants during the last week of the program.

The California Language Arts Test was not administered during this summer's program primarily because the Camp Director felt that the other testing had already taken too much program time.

As noted in the summary of the evaluation design, a control group is necessary to evaluate the impact of this program. The pool of 405 boys in the control group will be used for this purpose.

5. Analysis of Problems

The spoken language arts and newspaper projects were considerably reduced from program requirements. The time allotted to these programs was cut almost in half and resulted in a reduction of the content that could be covered.

Both the newspaper coordinator and the language arts instructor said this reduction was a result of their heavy work loads. They felt that they could not follow the proposed schedule because other responsibilities not connected with the experimental program were assigned to them. Besides teaching classes in newspaper reporting and producing a bi-weekly camp newspaper, the journalism instructor was a cabin counselor. The spoken language arts teacher, in addition to his classroom responsibilities and his duties as producer of a bi-weekly camp entertainment program, served as guidance director for all campers.

Both were dissatisfied with the ability groupings of the students because they felt the grouping method should have taken into account age and interest differences. They decided to include the cabin mates of the ABCD boys in the spoken language arts and newspaper programs.

The Agassiz Village program shared the problem of the other summer camp-school programs in filling the available places, and 17 camperships went unfilled. Recruiting continued even after the camp program opened but the last-minute recruiting was unsuccessful. Nine boys were sent to camp following camp opening, but six of these returned home almost immediately.

6. Recommendations for Next Year

For subsequent programs following the lines of the Agassiz Village proposal, it is recommended:

1. That separate ability or interest groups be organized for different activities. During this summer ABCD boys were grouped according to reading ability only. However, the children who were at the same level in reading were not necessarily at the same level in language arts.

2. That the work loads of the instructors in spoken language arts and newspaper be limited to make it possible to fulfill their program responsibilities.

3. That the sample of children to be invited in this and similar programs be large enough to guarantee that all available camperships are filled. This may require running the risk that programs be oversubscribed by about 10%, but this would provide a margin for the boys who fail to come or who leave shortly after arriving.

4. That more effort be expended in the development of tests that will measure the achievement of the short-range objectives of the program. It is especially important to develop tests that take as little program time as possible. At the same time, more work has to be done in acquainting staff at agencies conducting ABCD programs about the necessity for administering the tests called for in the evaluation design.

E. YMCA PROGRAM

1. Summary of Program Design

The Y.M.C.A. Summer Program at Camp Ousamequin seeks to improve camper's subsequent school achievement in reading, language arts, and basic computation skills.

It calls for incorporating opportunities for developing school skills into normal camp activities, not through a traditional classroom setting.

The camp day will be organized according to the following schedule:

TYPICAL DAILY SCHEDULE

7:10	Reveille
7:10 - 7:50	Wash and Dress
7:50 - 8:00	Colors
8:00 - 9:00	Breakfast and Free Time
9:00 - 9:30	Cabin clean-up and chores
9:30 - 10:40	1st Activity Period (Group A,B,C, etc.) or boating, canoeing, swimming, water skiing, or sailing instructions (Group X,Y,Z, etc.)
10:45 - 11:55	2nd Activity Period (Group X,Y,Z, etc.) or boating, canoeing, swimming, water skiing, or sailing instructions (Group X,Y,Z, etc.)
11:55 - 12:30	Free
12:30 - 1:00	Lunch
1:30 - 2:30	Rest Period
2:30 - 3:30	Organized Sports and Games
3:45 - 4:30	General Swim
4:30 - 5:20	Free Period
5:20 - 5:30	Colors
5:30 - 6:30	Supper and Free Time
6:30 - 8:15	Evening Program
8:15	Lights out in Junior Section
8:45	Lights out in Middle Section
9:45	Lights out in Senior Section

4

TYPICAL WEEKLY ACTIVITY SCHEDULE

Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.
Archery or Riflery	Arts & Crafts or Camp Craft or Nature	Archery or Riflery	Arts & Crafts or Camp Craft or Nature	Archery or Riflery	Arts & Crafts or Camp Craft or Nature

Each camper will select two of five activities. Each activity is conducted for three 70-minute periods per week. The activities include archery, riflery, camp craft, nature, and arts and crafts. Each of these will require the reading of descriptive material in the camper manual; mastery of technical vocabulary; scoring, comprehension of charts and map symbolism; identification of flora and fauna; following written directions, and other activities.

The objective is not a well constructed artifact or a recreational skill but the development of communication and computational skills.

It is hoped that learning will be pleasant because of its association with enjoyable activities.

2. Program Operations

Much of the reading material planned for the Ousamequin Program participants was in a camper manual which described camp activities. There was no formal reading instruction at Camp Ousamequin. It was assumed that reading achievement would be improved when students prepared for camp activities by reading the manuals. ABCD observers noted and camp counselors reported that most campers showed little interest in the manuals, and many discarded them. On those occasions, during the first month of the demonstration, ABCD observers saw no reading being done in connection with the designed activities.

Computational skills were consistently used in archery and riflery activities, though ABCD observers noted that the schedule for reading and arithmetic during these activities, called the "Academic Skills Time Schedule" in the program design, had not been implemented as planned. It was evident to observers, nevertheless, that most of the boys appeared to have mastered the vocabulary required for activities like campcraft, archery, riflery, and nature study.

In previous years, boys from middle-class families have constituted the majority of campers at Camp Ousamequin. The demonstration program introduced into the camp a substantial number of boys from low-income communities with different social backgrounds and behavior patterns. The camp staff noted that this group, many of whom came from deprived family situations, demanded more attention and were less attuned to following instructions and participating in organized games than the other campers. Some counselors said that the latter group was being "slowed down" by the ABCD campers and that this was making it difficult to carry out the usual camp program.

It will be recalled that the Camp Ousamequin program design, unlike the three other summer programs, did not provide for formal, classroom-type instruction. Both ABCD and the YMCA recognized the highly experimental and difficult nature of this attempt to incorporate academic skills in subtle ways into a camping experience. The program design did, however, specify methods and procedures to be used, and ABCD staff became concerned by midsummer about the problems that were preventing the design from being fully implemented as planned. A series of meetings were held with YMCA officials and camp staff to discuss these problems, to re-affirm the objectives of the program, and to find ways of strengthening the implementation of the program design. A detailed, final report on the Camp Ousamequin Program, as well as the other three summer programs, must await more thorough analysis of written records, tape recordings, and observational reports written during the camp season.

3. Evaluation

The summer camp program at Camp Ousamequin only recently concluded so that this section in the evaluation of the program will be limited to describing the selection procedures, some of the characteristics of the total eligible population, and some of the steps taken to measure the impact of the program.

Population Selection

The eligibility criteria for this program were, in practice, the same as those for Agassiz Village and the problems involved in using these criteria have already been discussed in connection with the report on Agassiz Village. Similarly, the process by which the boys were selected for the 50 camperships available also was described in that section of the report.

Recruiting the Selectees

The recruiting procedures for Camp Ousamequin were the same as those for Agassiz Village except that YMCA staff carried out this responsibility. Of the 107 boys invited to Camp Ousamequin, 9 boys did not meet the eligibility criteria. Three of the nine participated in the program, one was not located, and one refused. Information about the other four is not available.

One hundred and seven boys were invited to Camp Ousamequin -- 35 accepted, 17 refused, 3 could not be located; no information was made available by the YMCA recruiters about the remaining 52.

Characteristics of the Population

The geographical distribution of the boys invited to attend Camp Ousamequin is, as follows:

Area	Number	Per Cent
Roxbury	34	32
North Dorchester	23	21
South End	26	24
Charlestown	24	23
Total	107	100

The geographical distribution of the participants in Camp Ousamequin is as follows:

Area	Number	Per Cent
Roxbury	9	26
North Dorchester	8	23
South End	12	34
Charlestown	6	17
Total	35	100

The age distribution of the boys invited to attemd Camp Ousamequin is as follows:

Camp Ousamequin	Number	Range	Mean
Experimental	35	9 to 13 years	11 years
Refusals	17	9 to 13 years	11 years, 6 mos.
Unlocatables	3	10 to 12 years	11 years
Non-participants for whom category is unknown	52	9 to 14 years	11 years
Control Pool	405	9 to 15 years	11 years, 6 mos.

The distribution of IQ and average years below grade level in reading and the range of years and months below grade level of the boys invited to Camp Ousamequin is, as follows:

Camp Ousamaquin	IQ Mean	Mean Number of Years & Months Below Grade Level in Reading	Range of Years & Months below Grade Level in Reading
Experimentals	89.4	1 year, 3 months	1 month - 3 years
Refusals	95.9	1 year, 6 months	6 months - 2 years, 5 months
Unlocatables	95.0	2 years	1 year, 1 month - 3 years
Non-participants for whom category unknown	90.1	1 year, 2 months	1 year - 3 years
Control Pool	89.3	1 year, 2 months	1 month - 5 years
Total	91.7	1 year, 4 months	1 month - 5 years

Measuring the Impact

The participants in the Camp Ousamequin program were given the California Reading Test as a pre-test, either in the Boston Public Schools in the spring or at camp at the beginning of the summer. In order to see if any changes in test scores occur by the end of the program, an alternate form of this test will be administered to the participants during the last week of the program. Improvement in arithmetic will be evaluated on the basis of future school grades in arithmetic. The original plan to administer the California Arithmetic Test as a pre- and post-test was not carried out.

Analysis of Problems

No light was thrown on the hypothesis, being tested in the Camp Ousamequin design, that,by reading, a poor reader will become a better reader, because it was not properly tested. Campers did not do all of the reading which the program planned. The Camp Director and counselors said that the manuals prepared for the campers were not used. This suggests that although the information in the reading material may be of interest, poor readers will not necessarily read it. In addition, the designed materials may not have been at the appropriate reading level. Students may also have been discouraged from reading the manuals from the outset since, during the first two weeks, the mimeograph machine was producing illegible copy.

Another problem which has appeared at Camp Ousamequin is a familiar one. Middle-class children and counselors find themselves in close social interaction with children of a different race and of a lower-class background. There is almost always a problem of adjustment. In order to hasten the adjustment, ABCD engaged a specialist on youth to work with the Camp Ousamequin staff. Some slight change in staff attitudes was noted by the Co-ordinator.

The major problem arose between ABCD and Camp Ousamequin staff out of differences in perception of program goals and procedures. The Camp Co-ordinator and the Camp Director were committed to traditional camping goals, while ABCD staff was interested in seeing whether academic skills could be improved by broadening the objectives of a recreational program. This basic issue was never resolved.

4. Recommendations for Next Year

On the basis of ABCD's experience at Camp Ousamequin, it is recommended that future programs pay more attention to developing training sessions for the staff responsible for carrying them out which would, among other things, be concerned with an understanding of the program as well as the characteristics of the participants.

It may be that children from the target area make more demands on counselors than children from more favorable circumstances. It will be necessary, therefore, to reduce the camper-counselor ratio to a more manageable level.

It is the feeling of the ABCD staff that the plan of incorporating opportunities to develop academic skills into a recreational program is still worth trying.

F. ANALYSIS OF PROBLEMS COMMON TO THE FOUR SUMMER CAMP-SCHOOL PROGRAMS

Although there are differences between the day and overnight camp programs, the four designs have much in common. All aim at improving the subsequent school performance of the participants in the program. All incorporate both recreational and educational activities and employ similar identification and recruitment procedures. Common, too, are some of the problems which arose during the pilot summer season.

None of the program designs included the following provisions:

1. A pool of staff and student alternates which would guarantee that the desired staff-camper ratio be maintained throughout the program.
2. A mechanism for following up on children who accepted but never attended, dropouts and chronic absentees.
3. A procedure for recruiting campers.
4. A policy for handling behavioral problems.
5. Procedures for revising the original program design.
6. A statement of the duties of the Program Co-ordinators.

Two serious problems arose in monitoring the programs. ABCD employed a Summer Program Monitor whose function was to observe and report on the implementation of the four camp-school designs. It was planned that he would maintain frequent communication between the program sites and ABCD. However, he was employed after three of the programs had begun, and much of his time had to be spent reviewing and revising some of the program designs, developing and monitoring progress report forms, and organizing pre- and in-service orientation sessions for two of the programs.

As a consequence, the Summer Program Monitor had very limited time for actual observation and/or feedback.

Some liaison was maintained, especially through the progress and financial reports submitted by Program Co-ordinators. But these report forms were not provided to the camps until some programs had been underway for two or three weeks. This delay caused an uneveness in the data reported and resulted in dissatisfaction among camp personnel who felt that they were being weighed down by new and heavy responsibilities in the midst of other demanding administrative work.

As the evaluation design for each program indicates, an attempt will be made to gather data on program procedures and operations in addition to information provided by the pre- and post-testing of both experimental and control students. Research staff has also been observing each program and coding. An analysis of these reports will be presented in a frame report when the programs are concluded. In this section of the report problems affecting program design and procedures, rather than content, have been discussed since it will be necessary to await the completion of the program for a thorough evaluation of the substantive aspects of the four programs.

An analysis of evaluation problems common to these and other programs appears elsewhere in this annual report.

G. RECOMMENDATIONS COMMON TO THE FOUR CAMP-SCHOOL PROGRAMS

Because the camp-schools are only recently concluded, a final list of problems or recommendations is not completed. At this point, however, it can be recommended that:

1. ABCD eligibility criteria be established at least two months prior to the date on which the camp-school staff must complete final revisions of their design. This will make it possible for the design to be better tailored to the needs of the population.

2. ABCD make the list of potential program participants available to camp-school staff at least one month prior to program implementation.

3. Designs in the future include a procedure and a schedule for camper recruitment. Recruitment should be completed no less than two weeks prior to the camps' opening.

4. An attendance officer be provided to deal with the problems of absenteeism, dropping-out, and failure to attend although the invitation to participate was accepted.

5. Final revisions of the design be made at least one month prior to the beginning of the program; the design should contain a procedure requiring co-operative assent between camp staff and ABCD prior to significant changes in timing or content of activities.

6. The orientation program be agreed upon at least one month prior to its implementation and orientation consultants be recruited at least one month prior to the beginning of their work.

7. Methods for obtaining accurate information concerning recruitment procedures and results be refined. A standard recruitment information form should be devised to include such information about contact as reasons for refusal.

8. The designs delineate a reward-punishment system to be applied to specifically-described kinds of behavior.

9. The design calls for the availability of a 10 per cent over-registration of campers and at least one substitute staff member in order to cover

camper or staff absence due to illness or other reasons.

10. ABCD provide Co-ordinators with progress and financial report forms prior to the opening of the camp season.

On the basis of the 1964 summer operations, the following is a schedule for improving the program revisions, development, and implementation for the summer of 1965.

RECOMMENDED CALENDAR FOR SUMMER, 1965 PROGRAM DEVELOPMENT AND OPERATION

October 1-30	Review and discussion of 1964 program design, operation, and evaluation. Determination to continue program in 1965. Guidelines for joint program revision.
November - December 1964	Program revision and development by camp staffs and ABCD
January 1, 1965	Semi-final review and discussion of program and evaluation design -- ABCD and Camp Personnel
March 1, 1965	Completion of Program Design and Orientation and Training Design
March 15 - April 1, 1965	Selection of students by ABCD
April 15, 1965	Letters of program explanation mailed to selected students
May 1 - 30, 1965	Home contracts and recruitment of students by camp staff
June 1, 1965	Students recruited and signed up for participation. Resources located and ready to participate in the Orientation and Training sessions.
June 25	Begin orientation sessions.
July - August	Program operation, monitoring and evaluation; in-service training.

APPENDIX A

AGE, I.Q., AND READING CHARACTERISTICS OF THE EXPERIMENTAL AND CONTROL GROUPS

	13 Yrs.	14 Yrs.	15 Yrs.	16 Yrs.	TOTAL
Participants	32	39	8	0	79
Controls	30	36	7	0	73

APPENDIX B

I.Q. AND READING CRITERIA OF THE EXPERIMENTAL AND CONTROL GROUPS

	Criteria A	Criteria B	Criteria C	TOTAL
Participants	12	19	48	79
Controls	12	23	38	73

APPENDIX C

I. Q. AND READING CHARACTERISTICS OF THE TOTAL ELIGIBLE POPULATION

Degree of Program Participation	I.Q., - Reading Criterion a 95-99 I.Q. With from Minus 5 Mos. Below Grade Level to No Upper Limit	I.Q., - Reading Criterion b 100-104 I.Q. With from Minus 1 Yr 5 Mos. Below Grade Level to Plus 2 Yrs. Above	I.Q. - Reading Criterion c 105 and above 2 Yrs. Below Grade Level to 1 Yr. 5 Mos. Above Grade Level	TOTAL
Participants	12	19	48	79
Accepted but did not Attend	0	1	6	7
No Response to Contact	1	2	12	15
Refusals	3	3	13	19
Unlocatables	2	9	7	18
Never Contacted	0	0	4	4
Controls	12	23	38	73
TOTALS	30	57	128	215

CHAPTER IV

WEEK-END RANGERS PROGRAM

A brief outline of a weekend camp program for boys .... in conflict with school, police or parents.... was included in the Boston Youth Opportunities Project submitted in December, 1963, to the President's Committee on Juvenile Delinquency and Youth Crime. It was anticipated that the program would be carried out by Boys and Girls Camp in Duxbury, Massachusetts. After further discussion with that organization, it was found that the camp in Duxbury would not be able to work out mutually-satisfactory arrangements to implement the program conducted at the camp.

Early in 1964 discussions were opened by ABCD with Camp Union, located in Greenfield, New Hampshire, and owned and operated by the Boston Young Men's Christian Union. The Director and the Board of Camp Union indicated a strong interest in the program. On April 13, 1964, ABCD made a formal commitment to provide Camp Union with $6, 000, and Camp Union was to provide $600 toward the overall budget of $6, 600 to implement the program. This agreement was formalized in order to launch the program on April 17th to run for nine weekends, but it was recognized by both parties that much remained to be done by way of developing the detailed program and evaluation procedures.

The following is a description of the program as it was conceptualized before it went into operation, with the addition of certain features that developed in the early weeks of implementation.

A. PROGRAM DESIGN

The primary objective of the Weekend Rangers program is to reduce the rate of delinquent acts committed by boys exposed to the program. The success or failure of the program will be judged by the extent to which such a reduction in delinquency can be attributed to the program.

The secondary objectives of the program are (1) to prolong the time the boys exposed to this program remain in school and (2) to improve their academic performance. The achievement of these objectives will not be considered essential to the success of the program.

The program assumes that participation in weekend work and recreation activities in a camp setting under the supervision of interested adults will reduce delinquency and improve their performance in school.

The program rests on these additional assumptions:

1. That participation in work projects and group activities will enhance the boys' understanding of their responsibilities to themselves and to others in the community.

2. That interaction with stable adults will strengthen the boys' understanding of what behavior is expected of them as adolescents and of the behavior that is appropriate for adult males.

3. That the desired changes in behavior will be facilitated by the boys' satisfaction in the acquisition of new skills and in enjoyable recreational activities.

The program will be conducted by Camp Union, which is located 75 miles from Boston in the Monadnock region of western New Hampshire. Camp Union has been providing summer recreation for children since 1875 and, in addition, offers a program of conservation education and natural science to 2500 public school children in the 4th-6th grades between September and June.

Thirty-six boys will be selected for participation in the program in accordance with the following criteria:

1. Residence in the ABCD target area (i. e., specific census tracts in Roxbury, Charlestown and the South End designated by the Boston Youth Opportunities Project).

2. 14-15 years old.

3. Have had contact with the Juvenile Aid Section of the Boston Police Department. Police contact is defined as the written record of the Boston Police Department's contact with a juvenile, due to the juvenile's actual or

suspected involvement as an offender in violation of one or more specific sections of the Massachusetts Penal Code or Ordinances of the City of Boston.

or

4. Have, according to their cumulative school records, been kept back one or more years.

or

5. Have had a history of difficulty at home, in school or in the community.

ABCD will seek the cooperation of neighborhood-based agencies in referring boys who fit the above criteria. The referring agencies will provide information, for use by the camp staff and by ABCD staff, on each boy, his family situation, his behavior, and the reason for referring him. Camp Union will have the right not to accept a boy whose previous behavior (arson, sex offences, etc.) they feel is beyond their capacity to handle in the program.

The Director of Camp Union will assume overall responsibility for the implementation of the program and will employ a Coordinator and three leaders to supervise the activities.

The boys participating in the program, accompanied by three leaders, will assemble at the Young Men's Christian Union building in Boston and leave by bus for camp at 4:00 P. M. on Friday. The schedule for the weekend will be as follows:

FRIDAY

4:00 P. M.	Leave Boston, YMCU
5:45	Arrive Camp
6:00	Supper
7:00-8:30	Recreation
8:30-9:30	Announcements and Plans for Weekend
9:30-10:05	Snack
11:00	Lights out

SATURDAY

7:00 A. M.	Rise
7:30	Breakfast
8:30	Cabin Clean-up
9:00-11:00	Work Projects
11:00-12:30	Recreation
12:30 P. M.	Lunch
1:30-3:30	Work Projects
3:30-5:00	Recreation
5:00-5:30	Clean-up
5:30	Supper
6:30-8:30	Recreation
8:30-9:30	Discussion Session
9:45-10:15	Snack
11:00	Lights Out

SUNDAY

7:00 A. M.	Rise
7:30	Breakfast
8:00	Leave for Church
8:30	Camp Chapel
9:00	Cabin Clean-up
9:30-11:30	Work Project--Council Meeting
11:30-1:00 P. M.	Recreation
2:00-3:00	Recreation--Pack
3:00	Depart for Boston
5:00	Arrive Boston, YMC Union

Outdoor and, when necessary, indoor projects will consist of physical improvements and conservation in and around the camp, stressing the development of good work habits and the improvement and acquisition of skills in forestry, carpentry, construction, maintenance and repair work. In the Friday night planning session, boys will be offered a choice of work projects for the weekend and will be assigned, on the basis of their preferences and their abilities, to work singly or in groups not to exceed 10 under the supervision of a member of the camp staff.

Subject to the rules and regulations of the camp and to safety precautions, recreational activities and facilities will be available to boys, including swimming, boating, fishing, hiking, skiing, and other winter sports.

B. PROGRAM IMPLEMENTATION

The boys who took part in the Weekend Ranger Program at Camp Union were recruited by three settlement houses, two boys' clubs, and a branch of the YMCA. The neighborhood agencies contacted the potential particpants, interpreted the program to them and their families, registered them and made arrangements for the boys to be picked up by the camp bus. Details on the selection procedure, the characteristics of the participants, and their attendance records are presented in the evaluation report which follows. This program report is drawn from the written reports submitted by the Camp Director.

In addition to the Director of Camp Union, there were six persons working directly with the boys each weekend. The camp administration felt that a ratio of one counselor to six boys was necessary to provide the supervision, the control and the personal contact required by the group. This represented an increase in staff over the four counselors provided for in the original design, and the cost of this additional staff accounted for the fact that actual expenditures exceeded the budget by about $1, 000.

The staff consisted of a coordinator, a counselor and the maintenance man, all drawn from the Camp Union summer camp, three members of the staff of the Youth Activities Bureau, and two from the YMCA's Roxbury branch. The five counselors drawn from the agencies rotated on weekends so that three of them were present each weekend.

One of the YMCA staff was designated as Intown Coordinator and was responsible for contacting boys if there was any doubt about their turning up to meet the bus on Friday afternoons. Some of the neighborhood agencies also had the boys notify them each week of their intention to go to camp.

The program design had envisaged group meetings during the week at the neighborhood agencies. These were to have been additional points of contact between the Weekend Ranger staff and the boys. The group meetings as planned did not take place, but members of the camp staff visited with individuals and small groups on an informal basis from time to time.

At camp the boys and the staff were housed for the first four weeks in one large dormitory divided into two rooms. Later, two buildings were used. On the first Saturday morning all the boys were examined and weighed by the camp physician and nurse.

On the first weekend a council of representatives was elected. The representatives were chosen by a group from Charlestown, a group from Roxbury, and a group from the South End. During the first few weekends the council devoted its attention to drawing up a set of rules and regulations to govern the conduct of the participants.

There was good weather throughout the nine weekends which permitted work projects and recreation to take place outdoors. Recreation for the first few weeks included fishing, ball games, athletic contests, boating, hiking, canoeing, and swimming. (One boy was not permitted to return after the first weekend because he disregarded a camp regulation on water safety which had been impressed upon the group.) It was in connection with the boys' interest in sports that one of the work projects was launched. Some of them wanted to play basketball. They were informed that there was no usable court, but that with some work, an old court could be put in shape. One group volunteered to take on this project.

The camp staff reports that in the first weeks it was "slow going" to get the work project idea across to the boys, and that there was considerable "vanishing" and "goofing off" when it was time to work. The staff reported a progressive change in this situation as the weeks went by, with increased interest in the work and a growing sense of individual and group responsibility. For the first four weeks the boys were assigned to projects by the staff. They were asked for their preferences and these were taken into account in making assignments after the fourth week.

The first work projects included the basketball court, painting boats, rebuilding a path, repairing roads, and clearing away fallen trees and brush. The boys were organized into work groups, generally with three to eight boys in a group. Some worked with the carpenter on the repair of a building; others began planting red pines in the re-forestation project; another group creosoted rafts; others moved stored food supplies.

Once the council had established a set of rules which were mimeographed and distributed they discussed infractions of the rules but without using the names of individuals. On the fourth weekend a wallet containing $2.00 was stolen while the boys were at the waterfront. This incident led to considerable discussion by the boys and the staff and several effort were made to permit the return of the money without any severe consequences. The money was not returned and the council decided to ask each camper to bring 10 cents the following week to make up the loss. The following week the money was collected and given to the boy whose wallet had been stolen.

The council also decided to impose warnings and fines for "goofing off" on work projects and asked the staff to set the fines. Fines ranged from $1.00 to $5.00 and were deducted from the $5.00 per weekend bonus payments.

On the fifth weekend a homework study period was arranged on Friday night for anyone who was interested. Two boys responded and were given help with school work by a counselor. Thereafter, a few boys used this as study time.

A teen-age church group shared the camp facilities with the Rangers on the sixth weekend and the Director reported "...the camp staff was very impressed by good behavior of Wee end Rangers in manners, language, and participation. Never could have been done five weeks ago!"

At the outset, the Weekend Rangers came from three different neighborhoods and communities in Boston: Roxbury, the South End and Charlestown. The Charlestown group consisted exclusively of white boys; the participants from the South End and Roxbury were predominantly Negro boys. The staff reported that the first week the boys remained in white or Negro groups for recreation and eating. There were no overt incidents of hostility or conflict reported, but the staff was aware of attitudes and feelings of strangeness, distance and suspicion between the two racial groups.

The staff decided on a policy of gradual rather than forced integration. They tried to achieve racial balance in the work project assignments. When this balance was not possible it was considered advisable in the beginning for a group to be all-white or all-Negro. The staff felt that, particularly in the light of apprehension and tension on the part of the Charlestown boys, overt difficulties would have followed any attempt to force integration. From the third week on, the boys began to mix more and make friends across racial lines, particularly through common interests in work and recreation.

The Saturday evening discussion sessions began with a consideration of these questions: "What are right and wrong?" "Why do people do right and wrong?" "Does it make a difference?" Interest was shown in this and succeeding discussions, though no detailed reports are available on the Saturday night discussions.

The staff explained the $5.00 per weekend bonus to campers from the outset, not as payment for their work but as a means of compensation for any loss of weekend earnings the boys might have received if they had not been in camp. The staff reports that 15 boys had part-time jobs which they relinquished in order to take part in the program.

At the end of the nine weeks, bonus payments were given out as follows:

	No. of Boys	Am't Received
	13	$45.00
	1	44.00
	1	42.50
	9	40.00
	5	35.00
	2	34.00
	1	29.00
	3	25.00
	10	0.00
TOTAL	45	$1,378.50

The odd amounts and the absence of bonus payments for some participants are accounted for by the fact that fines were imposed by the staff in accordance with the decisions of the council. In the talk about how the bonus money would be used, the staff reported that everyone said he would buy clothes now or in the Fall; 10 said that they thought they would give some money to their families; some were going to add it to bank accounts they already had.

Each week the counselors rated the boys individually on "project participation," and "conduct," using a scale from "poor" to "excellent" and added comments on each boy. These records have not yet been analyzed in detail. It is important to report the impressions of the staff with respects to the group as a whole. Beginning with the third weekend, when the program settled into more of a routine, the staff found general improvement in attitudes and behavior toward work, toward each other, and toward the staff.

The most difficult situations occurred in the dormitory where inter-personal tensions were higher than in the work projects. As the dormitory situation relaxed, the group was divided into separate sleeping quarters, each group being inter-racial. In the fifth week, as a control measure, it was necessary to re-institute the rule that boys could not be in the dormitories without a member of the staff present.

Over the weeks it was reported that cooperation and participation improved. Cited as one evidence of growing trust of the staff, which had been lacking at the outset, was the fact that more and more boys were leaving their money, knives and watches with the counselors for safekeeping. It was also observed toward the end of the program that "...many are volunteering to do extra work, staying on the job longer, etc... several are interested in bringing school homework." It was the staff's impression that positive changes had clearly taken place with most of the boys over the course of the nine weeks.

Members of the ABCD staff visited on several weekends and left the camp with a strong impression that the program was, in general, being well administered by an interested and dedicated staff. Both camp and ABCD staff see every reason to continue the program and preliminary discussions have taken place concerning changes and ways of strengthening the program.

C. PRELIMINARY EVALUATION REPORT[1]

Two of the major components of the evaluation design, the selection of a control group, and the measurement of changes in delinquent behavior in the experimental and control groups, depend upon the completion of three basic and extensive ABCD research activities: (1) Processing of the thousands of School Department records which were photographed in the Spring; (2) development of a prediction instrument which will provide a basis for an estimate of change[2] in delinquent behavior, [This involves the coding of information from the school records; statistical analysis of this information, regressing (using multi-variate techniques) these variables against the criterion information; and development and implementation of computer programs which will provide prediction scores for the individuals in the study population.]; and (3) completion of arrangements with the Boston Police Department whereby extensive police information can be systematically gathered concerning the individuals in the target population. Police contact data will have to be gathered retrospectively to provide pre-program scores and then gathered continuously to compile post-program scores.

All three of these ambitious research operations are in various stages of completion and are reported on in detail elsewhere in this report.

This preliminary report on the Weekend Rangers Program will concentrate primarily on a description of the characteristics of the experimental population, and on participation in the program and related matters. Since the program was in operation for only nine weekends and was generally regarded by the operating personnel and ABCD's program development and research staff as a trial run, a special emphasis will be placed in this report on an examination of the selection procedures and on the extraction of any other clues which may be of help in revising the program and the plans and procedures for its future implementation.

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[1] For the period April 17-June 14, 1964.

[2] For the reasoning underlying this statement see Chapter VI of The Boston Youth Opportunities Project Proposal to the President's Committee.

Selection Procedures and Reaching Target Population

The two key questions which must be resolved with regard to any program which is aimed at changing human behavior are: Can it reach and hold members of the defined population for which it was designed, and, if so, can it do anything about changing the behavior of those members? The remainder of this report deals essentially with the first of these two questions.

Because of a desire to get the Weekend Camp Program started as soon as possible last Spring, the following agencies were invited to recruit participants:

Norfolk House
United South End Settlements
Roxbury Young Men's Christian Association
Charlestown Boys Club
Roxbury Boys' Club
Roxbury Neighborhood House

The majority of boys participating in this program were referred by these agencies.

When an agency found it difficult to submit its prescribed quota of participants, names were supplied to them by the ABCD Research Department or (in a few cases), by the neighborhood probation officer whose aid in recruiting was solicited by the agencies. The boys who were referred by ABCD and by the probation officers were then contacted by the agency to whom the names was referred.

See Appendix A of this chapter for a description of the number of referrals, by participation in the program and by referring agency.

Thirty-six boys were originally referred to participate in the Weekend Camp Program. Alternates were also referred by several of the participating agencies since it was anticipated that some of the original referrals would leave the program before its termination. Original referrals and alternate referrals combined comprised a total of 45 boys who attended the program for at least one weekend.

The eligibility criteria have been specified as follows:

(1) Residence in the ABCD target area.

(2) Being 14-15 years old.

(3) Have had contact with the Juvenile Aid Section of the Boston Police Department.

(4) Have been kept back one or more years in school.

(5) Have had a history of difficulty at home, in school or in the community.

An examination of the characteristics of the 45 participants in the program reveals:[3]

(1) All but one satisfied the residence eligibility requirement.

(2) All but one satisfied the age eligibility requirement. The school records of 30 of the participants were available and were examined. Twenty boys were kept back one grade at least once; seven of those kept back also had police records; eight were never kept back and seven of these eight had never had police contact. There was no information about promotion on two school records. Since information on these seven boys is not yet complete, we are assuming in this analysis that these seven were referred because they had a history of problems in the home, school, and/or community.

Of the 43 eligible boys who participated in the program, 21 had at least one contact with the police. Of the 21, 11 had only one contact; five had two contacts; four had three contacts, and one had 11 contacts. The 21 boys had a total of 44 contacts.[4] A total of 21 whites and 24 Negroes participated in the program.

Of the total population, 25 IQ scores have so far been obtained. These ranged from 67 to 116; the median was 93.5. Twenty-six reading scores were also obtained and these ranged from 5.7 years below to 1.6 years above the grade in which the test was taken. There were only two cases where the reading level was above grade level. The median reading score was 8.5 months below grade level.[4]

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[3] A description of the characteristics including neighborhood, age, police records, promotional scores, race, IQ, reading, level, grade, school by code, etc., of all the boys involved in the Weekend Rangers Program can be seen in Appendix B of this chapter.

[4] This does not include one boy who was in a Special Class and whose achievement score is not based on grade level. However, if his reading score is translated into years below grade level he would be reading at 5.7 years below grade level. See below, Appendix B.

The distribution of the incomes of the families of the 43 eligible participants is as follows:[5]

Income Category	Number of Families	Per Cent of Families
Unemployment, Social Security or Workmen's Compensation	5	11.6
Aid to Family with Dependent Child	11	25.6
Under $4000	10	23.3
$4000-$7999	11	25.6
$8000 or more	1	2.3
Income not known	5	11.6
	43	100.0

Analysis of Selection Procedures

As with several other ABCD programs, in the urgency to launch the program reliance was placed on selection procedures that are far from satisfactory for action-demonstration purposes. Selection procedures for a demonstration program--with generalizable knowledge of the effects of a primary goal--should meet at least the following criteria: (a) there should be a known relationship between the selected population and the target population, and (b) there should be reason to believe that if the procedures were repeated, similar populations would be selected.

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[5] In this enumeration, the two ineligible participants have been included--one was white and one Negro. As a subsequent discussion indicates, the racial problems of the program population may have program significance and although the two boys may have been ineligible on the basis of externally applied criteria, they were part of the scene as far as the participants were concerned.

The procedures used in this phase of the Weekend Rangers Program failed to meet these criteria. There is no reason to believe that the boys selected are representative of boys who live in the specified areas who have had contact with the police, and/or who had problems at home. Nor is there any basis for estimating the ways and extent to which they differ from the target population. If the agencies were asked to pick another group of boys, what are the chances that the group would be similar to the group picked for this phase of the program? The category, "problems at home," is particularly vulnerable to criticism, since it was left completely undefined. In addition to these difficulties, these procedures required that a control group be picked on a matched variables basis which is generally regarded to be inferior to randomization.

The possible value of this demonstration would be greatly enhanced if a much more satisfactory recruitment and selection procedure were established. ABCD program and research staff have been developing a plan for improving these procedures and it is expected that it will be used on a trial basis in selecting boys for the fall, 1964, Weekend Rangers Program.

Participation in the Program

In the following discussion, only the boys who met the eligibility criteria are included. There were 45 eligible boys referred to the program, but two of them never attended. One was a white boy, 14 years old, who was referred by the Charlestown Boys' Club. He had never been left back and had no police contact. He attended the 8th grade at Edwards J. H. S. The other boy was a 14-year old referred by Norfolk House who had no police contact, but who had been left back at least once.. He attended the 8th grade at Timilty J. H. S., had an IQ of 93, and in the 8th grade was reading on a 5.7 level. Information as to his race was not available.

Therefore, in most of the discussion and tables, reference will usually be made to 43 boys--the 43 eligible participants. It is this group of 43 boys which constitutes the experimental group for the first phase, or program year, of the Weekend Rangers.

The two main measures of participation are (a) attendance, of the full participants, and (b) dropping out.[6] Therefore, a distinction must be made between absences and dropping out of the program. Dropping out has been defined as two or more consecutive weekend absences without returning to the program. This definition is needed in order to handle the problem of the last two weekends of the program. Near the end of a program it is really impossible to tell, from attendance data, whether an individual is merely absent or whether he has dropped out of the program. A relatively arbitrary definition is necessary. The choice made here was made in part on the basis of the attendance experience of the boys. Seven boys missed a single weekend and then returned; only one boy missed two consecutive weekends and then returned. It appears that for the five boys who attended the eighth weekend but missed the ninth, the probability is high that they would have returned had there been a tenth weekend. They are, therefore not regarded as drop-outs. But for the three boys who attended the seventh weekend but missed the eighth and the ninth weekends, the probability appears high that they would not have returned had there been a tenth weekend. They are provisionally regarded as drop-outs.

With these definitions there were 12 drop-outs and 31 full participants.

It should be noted that because of absences and because six of the "full participants" were replacements and did not enter the program on the first weekend, the label "full participant" does not necessarily mean that the boy was exposed to nine weekends of the program.

Of the 12 provisionally defined "drop-outs," two were expelled from the program and three others were institutionalized. There were seven boys who apparently could have returned to the program but did not or at least probably would not have. It is these seven boys who will be referred to in the following discussion of drop-outs.

Although the number of cases is extremely small and the suggestions most tentative, some program clues may be found in a comparison of the characteristics of the drop-outs and the full participants:

For one thing, the drop-outs tended to be older:

AGE

	14		15	
	No.	%	No.	%
Full Part.	18	95	13	68
Drop-outs	1	5	6	32
	19	100	19	100

The drop-outs tended not to have had police contacts:

POLICE CONTACTS

	Yes		No	
	No.	%	No.	%
Full Part.	14	87	17	77
Drop-outs	2	13	5	23
	16	100	22	100

The drop-outs tended not to have been left back.[7]

PROMOTIONAL STATUS

	Left Back		Passed	
	No.	%	No.	%
Full Part.	14	82	4	67
Drop-outs	3	18	2	33
	17	100	6	100

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[7] Here the evidence is even weaker, since the promotional status of 14 of the boys was not available for analysis. The table "Promotional Status" is based on a check of the records of 29 boys. Thus the figure on left-back could conceivably be higher because two of the 29 records had no information on promotional status. Eight school records were missing from their appropriate grades on the day ABCD staff photographed them. Five other boys attended schools--a disciplinary school and a parochial school--those records are not being photographed. The name of the school attended by another boy has never been reported.

In addition, although reading scores were available for only 24 of the boys, only two boys were reading above grade level and both dropped out of the program.[8]

This data, as tentative as it is, at least raises questions about the problems of how to construct populations for programs such as this one. It appears that the boys with the somewhat more desirable characteristics tend to leave the program, raising the question as to whether they should have been included in the first place. Other questions raised are, if they are included on the hypothesis that they may exert a positive influence on the others, what proportion of the experimental population should they constitute and how can they be held in the program?

Finally, in considering the problem of reaching and holding members of the defined population for which the program was designed, the question of the racial composition of the participants may be relevant.[9]

At the opening session, Negroes outnumbered whites 23 (62%) to 14 (38%) and for six of the nine weekends, the proportion of Negroes and whites was similar. In the last two weeks the proportions of Negroes to whites fell until it reached 14 Negroes and 13 whites on the ninth weekend. Only 5 whites attended all nine sessions compared to 12 Negroes; 15 Negroes and 10 whites attended 8 sessions and 20 Negroes and 12 whites attended 7 sessions.

Another way of looking at this problem is that it required only 24 Negro boys to provide the average of 20 (19. 6) Negro boys who were in attendance throughout the program whereas 21 white boys were needed to supply an average white attendance of 13 (13. 1); in other words, twice as many white replacements were needed as Negro replacements, yet Negroes outnumbered whites for the entire program.

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[8] Whether or not the drop-outs were less of a behavior problem than the full participants cannot be answered. Although camp staff evaluated conduct, cooperation, and program participation, their reports were not begun until the third weekend by which time most of the drop-outs had left the program.

[9] The distribution of weekly attendance by race can be seen in Appendix E.

Part of the problem of replacement had nothing to do with voluntary withdrawal from the program for any reason since two boys--one Negro and one white--were expelled, and three boys--two Negroes and one white--were institutionalized. Of the seven drop-outs, four were white and three were Negro.

While there is little evidence (one drop-out said that he left the program because he was afraid of the racial situation) to show that the interracial character of the program contributed to the racial disproportion, it may be that there is an optimum racial distribution that cuts down on drop-outs. A major problem, however, is the determination of what that optimum is.

D. FUTURE PLANS AND RECOMMENDATIONS

A more orderly and systematic way of selecting and recruiting boys is needed. One possibility under consideration is to select and recruit new participants exclusively from among boys on probation. It has been agreed, however, that there is value in bringing back to the camp a core group of boys who were in the program in the Spring of 1964. A more even racial balance for the total group is recommended.

It is also recommended that definite plans be made and implemented for a mid-week recreational and educational session with the boys in town under the leadership of camp counselors.

The program was implemented for only nine weeks in the Spring. It is recommended that the Fall program consist of four weekends, followed by one weekend "off," four more weekends, another weekend, "off" and a final four weekends. This pattern of twelve weekends at camp during a 14-week period would be repeated in the Spring.

ABCD did not provide the camp administration with forms for reporting on the program as a whole or on individuals. As a result, much information of value was not obtained. Forms must be provided and filled out weekly in order to assemble a complete picture of program operations.

The place of the bonus payments in the program is under discussion. The camp staff has suggested that some way be found to test the program without this feature, since they feel it is unnecessary as a means to attract and hold boys.

APPENDIX A

AGENCY REFERRALS

	ORIGINAL REFERRALS				ORIGINALS PARTICI-PATING	REPLACEMENTS REFERRALS By Race				REPLACEMENTS PARTICIPATING	TOTAL PARTICIPATING			
Agency	NW	W	INA*	TOTAL		NW	W	INA*	TOTAL		NW	W	INA*	TOTAL
CBC		12		12	11		5		5	5		16		16**
RNH	3	1		4	4		1		1	1	3	2		5
RBC	5			5	5						5			5
USESH	2	1		3	3						2	1		3
NH	4	0	1	5	4	1	1		2	2	5	1		6
RYMCA	6			6	6	2			2	2	8			8*
TOTAL	20	4	1	35	33	3	7		10	10				43

* Information not available.

** The Charlestown Boys Club and the Roxbury YMCA referred one boy each who did not meet the eligibility criteria. Both attended at least one session of the program.

APPENDIX B

CHARACTERISTICS OF THE ELIGIBLE POPULATION

No.	Sex	Area Code	Census Tract	Age[1]	Police[2] Contact	Promotion[3] Status	Home Problem	Race	I.Q.[4]	Reading[4] Level	Grade Test Taken	Present Grade	School Code	Agency
1	M	1	D4	14.02	No	Left back	na	W	91	5.1	7	7	2001	CBC
2	M	1	D4	15.11	No	/	"	W	/	/	/	/	/	CBC
3	M	3	L2	15.07	Yes	Recorded no. info.	"	W	/	/	/	10	3004	YMCA
4	M	4	T8A	14.09	No	/	"	N	/	/	/	8	1545	RBC
5	M	2	U6A	14.09	Yes	/	"	N	/	/	/	8	1545	RBC
6	M	2	U6B	14.08	No	Passed	"	N	116	9.6	8	9	2008	YMCA
7	M	1	E1	15.10	Yes	L. B.	"	W	/	/	/	9	2001	CBC
8a	M	1	C3	14.00	No	Passed	"	W	/	/	/	8	2001	CBC
9	M	2	Q3	15.05	Yes	/	"	W	/	/	/	8	1545	RNH
10	M	1	C3	15.03	Yes	Passed	"	W	97	3.6	4	9	2001	CBC
11	M	3	I4	15.10	No	L. B.	"	W	98	5.2	8	8	1646	USES
12	M	2	U2	14.09	No	/	"	N	/	/	/	8	2004	YMCA
13	M	2	U2	14.09	No	L. B.	"	N	98	7.3	8	8	2004	YMCA
14	M	4	P4	15.03	Yes	/	"	N	/	/	/	7	1545	RBC
15	M	1	D4	15.03	Yes	/	"	W	/	/	/	7	*	CBC
16	M	1	C3	15.04	No	L. B.	"	W	94	6.4	8	8	2001	CBC
17	M	4	T6	15.03	Yes	L. B.	"	N	81	3.9	8	8	2010	YMCA
18	M	1	C3	15.03	No	L. B.	"	W	91	3.1	7	7	2001	CBC
19	M	1	C2	14.04	No	L. B.	"	W	87	4.5	7	7	2001	CBC
20	M	1	C3	15.09	No	L. B.	"	W	81	4.9	7	7	2001	CBC
21	M	5	S1	14.07	Yes	/	"	N	67	2.3	Sp.	Sp.	1136	RBC
22	M	1	C3	14.10	No	Passed	"	W	96	1.6	3	9	2001	CBC

See footnotes on page 224.

APPENDIX B (Cont'd)

No.	Sex	Area Code	Census Tract	Age[1]	Police[2] Contact	Promotion[3] Status	Home Problem	Race	I.Q.[4]	Reading[4] Level	Grade Test Taken	Present Grade	School Code	Agency
23	M	1	E2	14.11	No	Passed	na	W	104	2.6	4	9	2001	CBC
24a	M	2	U3	14.09	No	L.B.	"	/	93	5.7	8	8	2004	N.H.
25	M	2	U3	14.11	No	Passed	"	N	95	6.0	8	9	2004	N.H.
26	M	2	S3	15.11	No	L.B.	"	N	91	/	/	9	2004	N.H.
27	M	2	U3	15.10	No	L.B.	"	W	94	6.2	8	9	2004	N.H.
28	M	2	Q3	15.04	Yes	/	"	N	/	/	/	8sp	1110	RNH
29	M	5	S1	14.09	Yes	/	"	N	/	/	/	6	1110	RBC
30	M	3	I4	14.07	No	L.B.	"	N	105	7.3	8	8	1646	USES
31	M	1	C2	14.09	No	L.B.	"	W	92	6.2	8	8	2001	CBC
32	M	3	L2	14.06	Yes	L.B.	"	N	115	7.9	8	8	1646	YMCA
33	M	2	I4	15.10	No	L.B.	"	N	96	6.9	8	9	2004	USES
34	M	2	U2	14.07	Yes	/	"	N	/	/	/	7	1136	YMCA
35	M	1	C2	14.08	Yes	L.B.	"	W	90	4.5	7	7	2001	CBC
36	M	2	U3	14.10	No	Passed	"	N	80	/	/	7	2004	N.H.
37	M	2	Q4	15.01	No	/	"	N	/	/	/	8	1110	RNH
38	M	2	U3	15.05	Yes	/	"	N	/	/	/	9	3009	N.H.
39	M	2	U3	15.09	Yes	L.B.	"	N	93	7.5	8	8	2004	N.H.
40	M	4	P6	15.03	No	Passed	"	N	102	8.5	8	9	2006	YMCA
41	M	1	D3	15.02	Yes	L.B.	"	W	88	5.1	6	8	2001	CBC
42	M	1	E2	15.05	Yes	Record no. info.	"	W	/	3.3	4	9	2001	CBC
43	M	1	E2	14.06	Yes	L.B.	"	W	/	2.2	3	7	2001	CBC
44	M	2	Q3	15.02	Yes	/	"	W	/	/	/	9	3004	RNH
45	M	2	Q4	14.04	Yes	/	"	N	/	/	/	6	1110	RNH

See footnotes on page 224.

Footnotes to Appendix B:

[1] As of July 1, 1964.

[2] As of March 29, 1964.

[3] Prior to September, 1964.

[4] Most recent.

na = information not available.

[*] St. Francis De Sales.

APPENDIX C

WEEKLY ATTENDANCE BY AGE AND RACE

Total Weeks Boys Attended	8	7	9	9	7	7	1	9	9	9	1	8	9	1	8
9 Weeks	X	X	X	X				X	X	X		X	X		X
8 Weeks	X	X	X	X	X			X	X	X		X	X		X
7 Weeks	X	X	X	X		X		X	X	X		X	X		X
6 Weeks	X	X	X	X	X	X		X	X	X			X		X
5 Weeks	X	X	X	X	X	X		X	X	X			X		X
4 Weeks	X	X	X	X	X	X		X	X	X		X	X		X
3 Weeks	X	X	X	X	X	X		X	X	X		X	X		X
2 Weeks	X		X	X	X	X	X	X	X	X	X	X	X	X	
1 Week			X	X	X	X	X	X	X	X	X	X	X	X	
Age	14.02	15.11	15.07	14.09	14.09	14.08	15.10	15.11	15.05	15.03	15.10	14.09	14.09	15.03	15.03
Race	W	W	N	N	N	N	W	N	W	W	W	N	N	N	W
Boy's Number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

APPENDIX C (Cont'd)

Total Weeks Boys Attended	9	1	7	9	5	9	8	5	1	8	8	2	9	1	7
9 Weeks	X		X	X	X	X	X						X		
8 Weeks	X		X	X	X	X		X		X	X		X		X
7 Weeks	X			X		X		X		X	X		X		X
6 Weeks	X			X	X	X	X	X		X	X		X		X
5 Weeks	X		X	X	X	X	X	X		X	X		X		X
4 Weeks	X		X	X	X	X	X	X		X	X		X		X
3 Weeks	X		X	X		X	X			X	X		X		
2 Weeks	X		X	X		X	X		X	X	X	X	X		X
1 Week	X	X	X	X		X	X			X	X	X	X	X	X
Age	15.01	15.03	15.03	14.03	15.09	14.07	14.10	14.11	13.09	14.11	15.11	15.10	15.04	14.09	14.07
Race	W	N	W	W	W	N	W	W	W	N	N	W	N	N	N
Boy's Number	16	17	18	19	20	21	22	23	24a	25	26	27c	28	29d	30

a, c, & d footnotes--see next page.

APPENDIX C (Cont'd)

Total Weeks boys Attended	9	9	9	9	8	9	9	7	6	7	8	2	1	1	9
9 Weeks	X	X	X	X	X	X	X		X		X				X
8 Weeks	X	X	X	X	X	X	X		X		X				X
7 Weeks	X	X	X	X	X	X	X	X	X	X	X				X
6 Weeks	X	X	X	X	X	X	X	X	X	X	X				X
5 Weeks	X	X	X	X	X	X	X	X	X	X	X			X	X
4 Weeks	X	X	X	X	X	X	X	X	X	X					X
3 Weeks	X	X	X	X	X	X	X	X		X	X				X
2 Weeks	X	X	X	X		X	X	X		X	X	X			X
1 Week	X	X	X	X	X	X	X	X		X	X	X	X		X
Age	14.08	14.06	15.40	14.07	14.08	14.10	15.01	15.05	15.09	15.03	15.02	15.05	14.06	15.02	14.04
Race	W	N	N	N	W	N	N	N	N	N	W	W	W	W	N
Boy's Number	31	32	33	34	35	36	37	38c	39	40c	41	42d	43b	44c	45

a. Did not meet eligibility criteria.
b. Expelled.
c. Dropouts.
d. Institutionalized.

APPENDIX D

NUMBER AND TYPES OF POLICE CONTACT

N=21

Stopped or Brought in For Questioning Concerning	Number	Received Warnings for	Number	Arrested For	Number
Larceny of Bicycles	2	Larceny in Dwelling	1	Larceny from Parking Meters	6
Larceny T. V.	1	Larceny of Milk	1	Larceny of Person	1
Larceny $50.00	1	Shoplifting	4	Larceny in Bldg.	1
Breaking and Entering	4	Vandalism	3	Larceny Under $100	1
Vandalism	2	Trespass	2	Breaking and Entering	2
Fighting in Schoolyard	1	Indecent Assault & Battery on 2 Yr. Old	1	Shoplifting	1
Setting Fire	1	Assault & Battery	1	Breaking Glass	1
		Setting Fire	1	Assault with Int. to Rape; Indecent Assault and Battery on a female under 14 yrs. of Age.	1
		Truancy	1	Evasion of Fare	1
		Throwing Messiles	1	Op. w/o License; use w/o authority.	1
	12		16		16

* The categories used in this table are taken from the police records.

APPENDIX E

WEEKLY ATTENDANCE BY RACE*

N=45*

Week	Negro	White	Total	Per Cent Negro
1	23	14	37	62%
2	20	13	33	60%
3	19	12	31	61%
4	21	13	34	62%
5	21	15	36	58%
6	20	13	33	61%
7	20	12	32	63%
8	18	13	31	58%
9	14	13	27	52%

* Since our interest in this table is in the racial composition each weekend, the two boys who were ineligible to attend according to program criteria but who did attend are included.

CHAPTER V

A. YOUTH TRAINING AND EMPLOYMENT PROGRAM

The Contract

On September 12, 1963, culminating six months of program design and negotiation, ABCD signed a contract with the U. S. Department of Labor, Office of Manpower, Automation and Training, for an experimental and demonstration Youth Training and Employment Program. The original contract provided a grant of $372,275 to enable ABCD to recruit and serve 1,600 youth whose intensive vocational needs block their successful entry in the world of work. The objective of this one-year demonstration project is to improve the employability of disadvantaged youth, age 16 through 21.

The Program's Clientele

Most of the applicants have experienced failure in school and elsewhere. They have not acquired marketable skills and many have been hanging on corners, frequently becoming involved in minor violations of the law. They are aimless and indifferent. Some try hard to maintain a false bravado. Large numbers are products of broken homes and/or families on public assistance. Without considerable intervention by positive outside influences, it is unlikely that these youth could make their way successfully into the nation's economy shifting as it is under the impact of automation. More likely, they would continue to succumb to the aggravations of grey-area living, moving, in too many instances, into juvenile and adult criminal careers.

The Program and Its Preliminary Implementation

During the six months prior to the signing of the contract with the U. S. Department of Labor, ABCD conferred with Boston's educational, social welfare and legal authorities in preparing this demonstration program. The goal was to provide new combinations of vocational services to this special group of youth, handicapped by multiple problems of cultural, economic and educational deprivation, and minority group status. The experimental program would have constantly in mind the prospect of moving disadvantaged youth into optimum employment, giving them a reasonable chance for independent adulthood and breaking the generation-to-generation cycle of dependency which characterizes many of the families in the city's grey areas.

The program makes use of individual and group counseling, psychological testing, work orientation, skill training, remedial education, and job placement suited to the individual's assets. In addition, it provides a special intensive counseling and employment preparation service for those in need of longer term vocational assistance.

From the outset, the program has tried to make the fullest possible use of existing public and private, educational and social welfare resources. The intent has been to capitalize on existing knowledge and facilities relating to vocational preparation for youth. Moreover, keeping in mind the fact that the program is of a demonstration nature and not scheduled to replace other resources permanently, the effort is made to anticipate realistically the day when ABCD will no longer be involved and the regularly established agencies, will be expected to take over, using the new understanding and new techniques developed by the project.

ABCD, therefore, directs and coordinates the program, but the day-to-day operations are carried on by four existing community agencies under subcontract. One of these is United South End Settlements, Inc. which operates an intake center, known as the South End Youth Training and Employment Center. Here the basic services of registration, counseling, testing, work orientation, basic education, and job placement are provided.

Similarly, the Norfolk House Center maintains the Roxbury Youth Training and Employment Program, with the same kinds of basic vocational services.

Morgan Memorial, Inc., located in the South End, operates the Youth Occupation Center, where long-term intensive counseling and work preparation are made available to youth with the most difficult vocational problems.

In the Roxbury area, the Jewish Vocational Service operates the Vocational Institute for Research and Training, similarly designed to provide long-term vocational assistance to those most in need.

There was the problem of staff recruitment and the tentative outlining of operating policies and procedures at ABCD. (The administration staff, housed at ABCD headquarters, consists of a director-coordinator, assistant director-coordinator, job development specialist, test specialist, and two clerical persons. Each intake center includes a supervisor, three counselors, a work-orientation supervisor and two clerical persons.) ABCD's contract with the Department of Labor was written for a period of 15 months in order to provide for a "tooling up" period prior to launching of the program itself. Through December, 1963, the program was in preparation. Contracts were negotiated with the four community agencies. For the most part, only the most necessary personnel was immediately employed, others being hired as the need developed. In some instances new quarters had to be rented, and, in others, alterations had to be completed. There was the need, too, for furniture and equipment, most of which was provided by the U. S. General Services Administration.

The same three-month "tooling up" period was also used for the interpretation of the program to the public in general and to the target areas of operation. ABCD headquarters staff was in constant close touch with its subcontractors; and, in turn, their staffs were in steady communication with neighbothood leaders, including members of the clergy, school representatives and social agencies.

Some segments of the ABCD Youth Training and Employment Program began operations in a small, informal and experimental way during the last month of the "tooling up" period, thus providing some of the new staff with a sampling of the issues which would soon be confronting them when the program would officially open.

Activation of the Program

On January 2, 1964, the program was launched with a full measure of publicity and with appropriate public officials involved. The Boston press, radio, and television facilities gave full support to ABCD's task of public interpretation.

The response of the neighborhoods during the early weeks of the program's operation reflected the excellent job of public interpretation and the genuine desire of youth in disadvantaged areas for training and employment assistance. During the early weeks of 1964, the Intake Centers at the South End and Roxbury were swamped by the large numbers of young people. Coming at a time when the personnel of the centers had had little opportunity to break into their new responsibilities, this inundation caused certain problems. Nevertheless, the high intake continued through the winter and early spring and no attempt was made to shut off the sources of supply.

Characteristics of Youth Served

The program, from the beginning, has succeeded in attracting the kind of youth intended. It had been agreed that ABCD would focus not only on youth residing in the target area of the South End and Roxbury, but also on youth throughout the city whose lack of motivation, inadequate education, and lack of skills made them virtually unemployable. Consistently, the Youth Training and Employment Program has attracted representatives of the community's minority groups, school drop-outs, youth from families on public assistance, delinquents, and others having handicaps in seeking employment. Statistics as to the characteristics of our applicants show that approximately 75% are nonwhite, 72% are school drop-outs, 40% are from public assistance families, and nearly 30% have already been subjected to some form of correctional treatment.

Not only has the program attracted adequate numbers of the kinds of youth originally intended but, in addition, it has moved steadily toward fulfillment of the original program design, despite the many obstacles and problems which might be considered "normal" in the early beginnings of a pioneer-type program of this magnitude.

Counseling

Counseling at each of the two intake centers has been provided to increasing numbers of youth on both an individual and group basis. Individual counseling sessions have been provided to youth in from three to fifteen sessions each. These numerous sessions on a one-to-one basis have helped counselors to evaluate individual strengths and weaknesses, to plan next steps for training, and to accumulate information directly useful in job placement. At one of the centers, the half-time services of a trained Spanish-speaking social worker were made available. The low age level of the program participants, coupled with complex vocational handicaps, have made it important to continue intensive individual counseling. Almost universally, the trainees reveal two fundamental needs, one for immediate gratification and the other for constant reassurance.

Increasing use has been made of group counseling where, under skilled direction, valuable interactions take place which help the counselor to understand the trainee more fully and the trainee to view his own needs more objectively. The impact of the views and opinions of the trainee's own peers are proving effective.

Testing

The program also provides aptitude, achievement, and intelligence testing where necessary. Approximately 40 per cent of the program's total intake is being tested. The testing aspects of the program are directed by a testing specialist and use is being made of testing consultants. While some of the testing is directly useful in weighing the personality assets and liabilities of applicants, a large segment of the program's clientele cannot be measured with any degree of realism and accuracy, using currently available testing instruments. Much of the testing activity in the Youth Training and Employment Program, therefore, is of an experimental nature, intended to sharpen understanding of the limits of present-day testing as applied to the particular culturally deprived group with whom the program is primarily concerned. Thus, for example, a special battery of aptitude, achievement and intelligence tests has been administered to a sample of 50 youths. Among the findings is that these people score below the seventh grade level in reading, spelling, and arithmetic. Such special testing is carried out while a General Aptitude Test Battery and other standardized verbal and nonverbal intelligence scales are applied.

The testing program also is involved with a number of remedial educational experiments, including an experimental project in cooperation with U. S. Industries, Inc., and another in cooperation with the Institute of Educational

Research, Inc. Ultimately, reports will be prepared, covering the testing services provided by the Youth Training and Employment Program and their contribution to the effectiveness of the demonstrations.

Revised testing procedures are now in effect for referral of youth to work crew and remediation programs. Estimates of reading speed and accuracy, vocabulary and level of comprehension are being obtained from the Gates Reading Survey. Depending upon level of reading skill, a verbal or nonverbal test of general learning ability is obtained, using the Otis or Beta tests, respectively. With the assistance of testing interns, all youth entering the program will be given the above tests. Sessions have been held with staff at the intake centers to discuss the administration and interpretation of the various tests now in use.

We are placing less emphasis on GATB through the selective use of the various subtests of the Differential Aptitude Test Battery. Although the more individualized testing is more time-consuming for test administrators, we feel that it will reduce the amount of required testing time for youth, result in less counselor dependence upon GATB and encourage staff to do a more thorough assessment of youth before referring them for testing.

Work Orientation

The original program design included work orientation to be provided by both intake centers and to give applicants an elementary exposure to the world of work. Assigned to simple neighborhood tasks such as painting, rough carpentry and floor tile laying, or to simple subcontract bench projects such as packaging and assembly, youth would gain some experience in the use of tools, then would also learn something of the relationships that need to be developed between employers and employees such as the need to dress and act properly while on the job and techniques of job application.

During the first half of the contract year, much less was done with work orientation than had been anticipated. The South End Center did succeed in involving some 34 applicants on 14 different small projects employing three to 10 youth at a time. The Roxbury Center did not become involved in work orientation at all. Customers for work orientation are not readily found, special tools are needed to carry out many projects and, the youth often find it difficult to adjust immediately to the demands of a work orientation setting. Nevertheless, the intrinsic value of work orientation in an overall vocational preparation effort appears to be most important, especially for disadvantaged youth.

Skill Training Via MDTA

The Program design rested heavily on the availability of a wide variety of skill training projects for youth to be made available via the Manpower Development and Training Act. Except for some regular MDTA projects, in which ABCD would be permitted to slot some of its applicants, special MDTA skill training projects for youth have been disappointingly scarce. A baker's helper project and a woodworking project both proved valuable despite an early incidence of drop-outs from the projects and other unforeseen problems.

It should be acknowledged, that it is not always easy to achieve complete coordination of available MDTA skill training projects with youth properly selected by the Intake Centers at the particular time that the training courses are available. The result has been that, even in the case of special youth projects, the intake centers have not been able to provide a full complement of youth to fill the available openings within a fixed time schedule. Again, despite these difficulties in gaining a sufficient variety of MDTA projects and despite the program's difficulty in filling all available spots in accordance with a time schedule, it should be emphasized that the MDTA type of skill training project constitutes one of the most valuable tools in the preparation of youth for the world of work.

Skill Training Via OJT

It was recognized early in the program that placement of youth on one-to-one job training assignments with employers might provide a rapid and fruitful means of paving the way of disadvantaged youth into satisfactory working careers.

ABCD arranged with the U.S. Department of Labor for a contract amendment which permits it to function as an agent of the Federal Government in soliciting OJT contracts with industry, supervising the placement and training of youth in such projects, and using Federal funds to reimburse employers for their costs of training (up to $30.00 per week for a maximum of twenty-six weeks). Such opportunities are not plentiful. Most of them must be uncovered, usually one at a time, and most of them involve a considerable amount of red tape.

The successful administration and development of an OJT segment in the Youth Training and Employment Program requires special staffing and a generous amount of time, if it is to be carried out at all. Even then, not all youth will adjust readily to an OJT routine and not all OJT employers will be satisfied with the kinds of trainees that a special Youth Training and Employement Program can provide. Yet, the potentialities of a rugged, full-fledged OJT program deserve to be tested on a substantial scale. The quality of paid skill training for youth, with a full-time permanent job almost guaranteed, can hardly be arrived at as satisfactorily in any other way.

Basic Education

Information available from educational and employment service agencies shows that a large majority of unemployed youth cannot pass the most elementary educational requirements. In fact, large numbers cannot even be tested effectively due to lack of reading and writing ability. Consequently, a program of basic education involving particularly arithmetic and reading, constitutes one of the foundation stones of a successful youth employment program for disadvantaged youth. Because of involved administrative and financial relationships, instructors were not available to our centers during most of the first half of the contract year. The Boston School Department ultimately assigned two teachers to two intensive counseloring centers, but in the interim, ABCD used private funds to finance at least the beginnings of an educational program and the two teachers at the intake centers. The South End Center also established some special remedial education machinery of its own while awaiting official appointment of instructors.

Even with the instructors available, it was soon found that suitable instructional materials were hard to obtain. On the brighter side was the response of under-educated drop-outs who expressed a real appetite for educational assistance and made earnest efforts to take advantage of what was offered to them. It seems reasonable to conclude that any further efforts in the preparation of disadvantaged youth for employment must include larger, highly refined basic education components in the hands of carefully selected, sensitive, skillful instructors.

Job Development

The Job Development Specialist assigned to the Youth Training and Employment Program has done much to attract the interest of industrial leaders at high levels and to cultivate their understanding of the need to re-check some of their traditional hiring practices. In such matters as entry age levels and educational requirements, a good deal has already been achieved in the direction of review and change.

The job market as a whole has been tight in the Boston area during 1964 and especially so for the undereducated teenager, particularly if he is from a minority group. One person engaged in job development has been insufficient in a project involving an anticipated 1,600 youths, especially as he has had to divert a large portion of his time and effort to the development and supervision of OJT assignments.

The entire job development effort has been supplemented by the informal but productive job finding performed by counselors and supervisors at the two intake centers. The program's experience to date justifies optimism that a substantial job placement score could be written if the program could field a much stronger job development team.

In response to problems and opportunities which arose after the program was in operation, several changes were made and new ingredients introduced which broadened the services offered.

Medical Examinations and Evaluation

To gain some insight into the health status of our applicants, and to make certain that we would not be training youth who might ultimately be found ineligible for certain employment careers because of health problems, ABCD took steps to establish a system of medical screening and evaluation. Early efforts to gain the interest and participation of City health facilities were not successful. The Massachusetts Department of Public Health when apprised of ABCD's desire to experiment with medical screening, expressed willingness to cooperate. Following a series of conferences, the Department of Public Health prepared a detailed proposal for a broad program of medical examination and treatment for all program applicants, using a specially prepared medical screening questionnaire, and intensive diagnostic procedures in cooperation with the Adolescent Unit of the Children's Hospital Medical Center. This proposal was sent to the U.S. Children's Bureau with an application for funding.

In order to put the medical examination program into effect immediately, ABCD agreed to finance the program on an interim basis. In the spring of 1964 this important addition to the Youth Training and Employment Program was activated, using the services of counselors at the intake centers, part-time public health physicians and a full-time nurse; a system of referrals to the Children's Hospital Medical Center, and the services of a researcher for the follow-up of youth involved in these procedures and for the compilation of findings.

As might be expected in target neighborhoods such as ABCD's, the incidence of health problems, like the incidence of poverty, unemployment, and crime, is far higher than for the rest of the community. Many of the health needs that have been uncovered are of such nature that they might well impede or even prevent vocational progress.

On-the-Job Training

A pressing need of the Youth Training and Employment Program is for skill training opportunities of good quality. On-the-job training, as available in industry and elsewhere, can be especially attractive because it usually provides a one-to-one training relationship, official supervision to insure that the training contract is upheld, and adequate compensation for the trainee during his entire period of instruction.

Early in the development of the program ABCD negotiated an amendment to its original contract with the U. S. Department of Labor making it possible for us to function as an agent of the Government in soliciting OJT arrangements, and utilizing Federal funds to reimburse employers for the costs of supervision and training. In March, 1964, ABCD was granted $30,000 to enable it to negotiate OJT for 40 youth in its overall vocational experimentation.

Youth Activities Bureau

The Youth Activities Bureau is a municipal agency in Boston, utilizing detached workers to establish constructive relationships with "hard core" youth as a crime prevention technique. ABCD negotiated an agreement with the Youth Activities Bureau to fill two important needs. One of these involved the aggressive recruitment of the community's most difficult youth to get them involved in the Youth Training and Employment Program as early as possible. This has since proved to be less important than anticipated since the program appears to be attracting, on its own, a full measure of "hard core" youth. The other purpose for which the Youth Activities Bureau was to be used was the follow-up of youth who had enrolled in the program but had failed to maintain a continuing relationship. In this latter instance, the Youth Activities Bureau has become most helpful and functions, in a sense, to "protect" the program's original investment.

Working Relationships with Other Agencies

Since ABCD views itself as a catalyst in the renewal of services to Boston people, it insists that all of its various programs operate through and with existing resources. Thus, the Youth Training and Employment Program maintains close cooperative ties with a wide spectrum of public and private organizations concerned with education, health, and social welfare. It has, of course, involved itself in subcontractual relationships with United South End Settlements and Norfolk House Center for the establishment of intake centers; similarly, with Jewish Vocational Service and Morgan Memorial for intensive counseling services. It also has a formal agreement with the Youth Activities Bureau of Boston, particularly to assist in the follow-up of drop-outs from the program.

The Boston School Department provides basic education instructors, assists in the implementation of vocational training programs via MDTA, informs us of the identity and location of recent school drop-outs, and shares with us its school records on individual youths. The Massachusetts Division of Vocational Education assists in a similar manner in the development of skill training programs. The Massachusetts Division of Employment Security helps by its assignment of a full-time placement counselor at each of the two intake centers and also by its cooperation in the use of GATB testing. The Massachusetts Division of Apprentice Training and the U. S. Bureau of Apprenticeship and Training have both been cooperative, the former in helping to spread apprenticeship information and the latter by assisting ABCD with OJT matters.

There are other public and private agencies cooperating closely with the Youth Training and Employment Program. These include the Massachusetts Department of Public Health and the Children's Hospital Medical Center, in providing medical screening and evaluation for all applicants.

The Boston Welfare Department, recognizing that a special vocational program for disadvantaged youth can help ultimately to break the circle of dependency, has taken a liberal stand on permitting youths from families on public assistance to retain most of their earnings and applying only minimum cuts to the family allotments. This department has also provided prompt aid to unattached youths whose extreme needs for food and lodging have been brought to light at the intake centers.

The Massachusetts Rehabilitation Commission, in its relationship with the Youth Training and Employment Program, has provided services to severly handicapped applicants who are not eligible for entry into ABCD's program. Additionally, the Mayor's Boston Committee on Youth Employment has helped in the dissemination to the business community of knowledge and understanding of the problems of youth in general and of our vocational services in particular.

Finally, there have been effective working relationships with Boston's public information media to the end that the public as a whole could be given an interpretation of youth problems on the one hand, and of ABCD's demonstration project, on the other.

Some Highlights of the First Seven Months

Unique Administrative Set-Up

ABCD does not operate the Youth Training and Employment Program Centers directly. Instead, it operates through subcontracts with four social agencies in the community. This is done in order to make use of already existing facilities and to insure continuity following the completion of the demonstration.

The Program's Registrants

ABCD has accepted applications from 1,240 youth in the first seven months of operation. These have been drawn mainly from the two target areas, Roxbury and the South End, and have in large measure included the "hard core" youth of these neighborhoods.

Drop-Outs from the Program

It is estimated that as many as 25 per cent of the original registrants dropped out of the program, most of them during the first week or two of their contact with the centers. On the other hand, by follow-up, the centers have been able to reinvolve as many as 80 per cent of the drop-outs who have been located and found still unemployed.

It has been found, however, that some of the "lost" applicants have been conducting successful job hunts on their own initiative. When reviewing such self-placements, a preliminary study suggests that there is a relationship between the number of counseling interviews originally provided to the youth and the degree of success experienced by the youth in finding employment on his own. Considering that one of the prime tools used by the Youth Training and Employment Program involves the counseling approach, a more thorough study of self-placements may reveal more conclusively ways in which the intake centers benefit their applicants.

Medical Screening

Large numbers of applicants have been found in need of medical and dental care. For example, of the youth medically screened at the intake centers and subsequently referred to the Adolescent Unit of the Children's Hospital Medical Center for intensive examination, 62 per cent have been found in actual need of treatment.

Counseling

Applicants to the Youth Training and Employment Program have had from three to 15 counseling interviews since their original registration.

Testing

Approximately 40 per cent of the program's intake has been tested as to aptitude, intelligence, and interests. Many have been involved in experimental testing designed to improve testing techniques.

Work Orientation

This aspect of the program has been demonstrated most effectively at the South End Youth Training and Employment Center where 34 youth have been involved in 14 different work assignments.

MDTA

One hundred thirty-six youth have been actively involved in skill training via MDTA--68 on a woodworking project and 23 on a baker's helper project. In addition to these special youth projects, 10 have been involved in regular MDTA projects such as auto mechanics, clerk-typist, auto body repair, and machine operator training.

OJT

Some 17 youths have been assigned to OJT opportunities which will lead to specific job placement objectives and which, in the meantime, will enable the trainee to earn as he learns, all under supervision and at a rate not less than the minimum wage of $1.25 per hour.

Job Placement

A total of 312 part-time and full-time job placements were made available to youth during the first eight months of the program.

Recruitment

During the month of August, the South End Center experimented with a new approach to recruitment and the dissemination of information concerning its services. Specially constructed bulletin boards and information racks were attached to the side of an automobile equipped with a public address system. An attractive red, white, and black sign provided visible identification and the amplifier permitted information about training opportunities, educational programs, and jobs to be made available to large numbers of youth in a simple, effective manner. As many as 150 contacts with youth were made over a two and one-half hour period. The unit cruised the streets mornings and evenings and weekends. An interesting sidelight occurred when an enrollee from an MDTA training project in a neighboring city observed the mobile unit and approached it to lend assistance to the driver. He related his transformation from a "hanger-out" and a heavy drinker to a stable person with a job awaiting him at $2.85 an hour as a result of the MDTA training. One of the counselors reported that this individual's review of his own experience was most effective with the crowd of youth surrounding the vehicle. He described it as comparable to a revival meeting with the MDTA trainee serving as the spiritual leader.

Problems Encountered

The name "Youth Training and Employment Program" appears to have led to some misunderstanding on the part of youth who have been especially aware of the "employment" but scarcely conscious of "training." In other words, the disadvantaged youths with whom we deal, in part because of their immaturity and demands for immediate gratification of needs, have been mentally set for immediate job placement which they believed our name implied. In too many cases, it has taken considerable re-interpretation to move the applicant initially in the direction of the training which he so sorely needs.

Compounding the applicant's frequent disappointment that the program could not offer him immediate job placement without training was the fact that the job market in the Boston area was tight. Despite the full-time daily efforts of our Job Development Specialist and the efforts of our neighborhood center staffs, our job orders were too few. It seems evident that in proportion to the magnitude of our intake and conditions of the job market, we have not allotted sufficient manpower to this crucial segment of the program.

Similarly, the number and variety of skill training opportunities, especially via MDTA and OJT, have been insufficient in the fact of total needs presented. With regard to OJT opportunities, it seems clear that we should have assigned more manpower to the solicitation and supervision of OJT contracts with industry and other employers. As to MDTA, it is possible that more thorough advance planning might have paved the way to a broader variety of MDTA training opportunities to mesh with, rather than follow, the rest of the Youth Training and Employment Program time schedule.

Still other problems came to light as the program became operative. For example, the age level of applicants was concentrated heavily among the 16, 17, and 18-year olds, thus intensifying their handicaps in the marketplace. A more even distribution of age levels, or even a relative concentration of the higher age groups, would have eased the training and placement problems considerably. Low reading levels and other academic shortcomings were greater than anticipated. Cultural maladjustment of youth was also more intensive than had been estimated and the total job of vocational preparation was broader and deeper than had been imagined.

The Outlook

Having acquired the right caseload, as to both quantity and character, and having had a period of seven months in which to gain fresh understanding and perspective concerning the vocational problems of disadvantaged youth, ABCD now looks forward to operating the experiment in a new dimension for the balance of the contract year. A proposal calling for another major amendment to the original contract between ABCD and the U. S. Department of Labor has already been approved. This will provide ABCD with the resources of manpower and program to direct special attention to the complex and difficult vocational needs of the toughest segment of its intake, the overwhelmingly large group of youth at the lower end of the program's age range (particularly those 16, 17, and 18 years of age).

This new contract amendment, for example, calls for additional staffing for counseling, testing, and job placement (including special attention to OJT).

It also makes provision for additional teachers for the basic education portion of the program.

Most important, the proposed contract amendment inserts a whole new component in the Youth Training and Employment Program by establishing work crews to be assigned to constructive community work projects. This program of pre-vocational preparation will be especially important for the youngest of our applicants, particularly those with low reading and other academic achievements. Each of the work crews will consist of approximately 10 youth. There would be as many as 16 crews, half of them operating out of the Roxbury Youth Training Program Center and half out of the South End Center. A work crew supervisor at each center would have overall responsibility for the program and a work crew chief would be assigned to two crews, one working in the morning and one in the afternoon.

The supervised work experience would occupy 20 hours per week, with an additional 10 hours per week of basic education (math and reading, in particular) and five hours of group counseling aimed particularly at vocationally oriented problems. The work experience projects would be developed in cooperation with public and non-profit private agencies, including the Boston Redevelopment Authority, the Parks and Recreation Department, the Boston Traffic Commission, the Library Department and settlement houses.

The specific work crew projects would consist of tasks which under normal circumstances would not be accomplished. These will include landscaping, simple carpentry repairs, painting, and clerical work. In return, the youth would earn a training allowance of $20 per week and his participation in the work crew program would average 12 to 15 weeks' duration. Following this, he would be directed to skill training projects via OJT or MDTA or he would be placed in a regular job.

This work crew amendment would go a long way toward giving the Youth Training and Employment Program a new and more positive image in the neighborhoods that it seeks to serve. This prospect, plus the prospect of longer term underwriting of the medical screening and evaluation program by the U.S.

Children's Bureau, plus the overall maturing of the program in general justifies optimism that a good vocational demonstration will be achieved by the end of the contract year.

B. DEMONSTRATION PROJECT FOR TRAINING AND EMPLOYMENT OF OLDER WORKERS

ABCD has designed a training and employment demonstration project for older workers which will become operative in the Fall of 1964. This is undertaken in cooperation with the National Council on the Aging and will be handled through a contract with the U. S. Department of Labor. The proposal has been approved in Washington and is awaiting funding.

The program will seek workable solutions to the problem of "hard core" unemployment of a sizeable group of older workers, large proportions of whom are concentrated in run-down, lower-income neighborhoods undergoing or marked-up for renewal. The physical renewal program currently underway in Boston provides an opportunity to tackle this special kind of poverty problem through a grass-roots approach.

The headquarters of the project will be in the Multi-Service Center to be established in the Charlestown section of Boston. The objective of the program will be to improve the employability of unemployed adults over 50 residing primarily in Charlestown, a high-poverty residential renewal area. A further objective will be to develop, through experimentation, patterns and techniques applicable to other cities with similar problems and undergoing urban renewal.

Unemployed workers between 50 and 65 years of age will be registered, and attempts will be made to return them to employment. Wherever necessary, these older workers will be steered to work preparation, training and re-training. When ready, they will be placed in permanent employment commensurate with their abilities and skills. Training and job placements will be sought via large-scale urban renewal activities underway or to be launched. Testing, counseling, and work preparation techniques especially adapted to older workers, including those of limited education, skills, and motivation, will be applied to undercover untapped abilities and skills. Education remediation related to training and re-training will be offered. At least 100 workers between 50 and 65 years of age will be provided with special training, and the overall demonstration will take place over a period of one year.

An Advisory Committee, consisting of community leaders in the fields of training, employment, and services to the aging, has assisted ABCD in the preparation and appraisal of this special program.

CHAPTER VI

COMMUNITY SERVICES

A. MULTI-SERVICE CENTERS

One program of the Boston Youth Opportunities Project pays specific attention to families in the target area communities whose values, standards, and life patterns have significance to youth. In these communities many persons face serious socio-economic problems which damage their performance as parents, husbands, wives, and economic providers.

Many families with chronic problems have not received help from social agencies, largely because such help is not within easy reach. The agencies are located outside of their neighborhoods or "downtown," which is psychologically a greater distance than it is geographically. Frequently, the families who most desperately need services are not likely to follow the expected routine of setting up precise appointments and journeying downtown to keep them.

Multi-service centers have been designated to provide visible, concrete, and reality-oriented services in areas with the most pressing family and social problems. The centers will concentrate their efforts on reaching those families who have the greatest need for help but who are also the least willing and/or able to seek out and use such help.

Although the three centers (one each in Charlestown, Roxbury, and South End) differ substantially in their scope and organization, they have as common objectives:

1. To provide health, welfare, and related services which are visible and accessible on a neighborhood and district level.
2. To develop effective techniques for delivering services to families and individuals who do not respond to the present system of services.
3. To make available a battery of services which can be coordinated around the family as a unit to insure long-term effectiveness.

The centers will be active rather than passive agencies; they will reach out to locate people in need of their services and will use a variety of techniques to bring people and services together. Since they will be seeking to serve many people who are apathetic or distrustful toward community services, the centers will take the initiative in reaching out to people who do not follow up on their first contact with the center.

The most distinctive feature of the centers will be their effort to put at the disposal of people the combined skill and understanding of a team of workers from different disciplines. For example, regardless of whether a person describes his situation as involving a legal matter or an employment problem or a family crisis, the lawyer or the employment counselor, or the family caseworker will be alert to the presence of more than one problem. Each center worker will pave the way for direct, personal contact with other workers who can assist with problems that go beyond the one first presented.

This marshalling and combining of services on behalf of the individual or family will be strengthened by rapid exchange of information, so that a person will not have to describe his circumstances over and over again to different workers in the center. Continuous in-training will build a common base of skills and knowledge that all center staff will share, in addition to their own special competence in legal matters or child welfare or job placement.

The centers will not be islands of specialized services. They will call on the assistance and the resources of agencies and institutions throughout the community, just as the centers will make their services available to people who are in contact with other agencies, the school, the Public Welfare Department, the Boston Redevelopment Authority's relocation staff, the settlement house and many others.

The new agencies described below will be, literally, centers in the sense that the hub of a wheel is its center with spokes extending in every direction, connected both at the center and at the outer rim.

The centers will extend their assistance out into the community to people who need help and will concentrate resources from many directions on behalf of those who are served at the centers.

1. Roxbury

The Process of Program Planning

Early in the fall of 1963, United Community Services of Metropolitan Boston (UCS)established a committee representing its main functional divisions (called the Inter-Divisional Committee) to discuss the concept of a multi-service center. At a joint staff meeting with UCS early in October, ABCD staff outlined concrete but preliminary recommendations for three such multi-service centers. Following an agreement to explore the concept and the specified recommendations, UCS and ABCD invited representatives of some 25 public and private agencies to come together to discuss the proposals. There was general agreement on the need for multi-service centers.

Joint UCS-ABCD committees, referred to as task forces, were established to consider and clarify the means by which the component parts of the centers would function. Task forces were established in casework, employment, group work, and health. Each of these groups had within its membership experienced practitioners from public and private agencies in Greater Boston. Each group was assisted in its deliberations by professional staff from ABCD and UCS. The work of the Health Task Force is described in the section of this report dealing with Community Services. While the task forces saw their assignment as relating to all three communities, each concentrated on Roxbury since that community was already in the midst of a broad urban renewal program and its problems appeared more complex. By late spring of 1964, the task forces were able to present a series of recommendations to ABCD and UCS covering the objectives, methodology and staffing for four program components and for the participation of other agencies. There was general agreement that the Roxbury multi-service center should be administered by a new agency and that the majority of its policy-making board should consist of representatives of the community to be served by the center, with the remainder of the board made up of persons affiliated with ABCD, UCS, the City Administration, the Boston Redevelopment Authoirity, and other city-wide agencies participating in the provision of services through the center.

A group of nine incorporators for the center was chosen in June by agreement between ABCD and UCS. This group includes five persons from the

Roxbury community, one person each representing the boards of directors of ABCD and UCS, and one person each representing the City Administration and the Boston Redevelopment Authority. The incorporators held their first meeting in July and subsequently agreed to the framework of the center as presented in the preliminary program design. They are now actively working on filing incorporation papers and selecting a name for the center, selecting an executive director, selecting additional members to form the board of directors, and selecting a facility.

The first year's budget for the center is $270,245, exclusive of the cost of the Unified Legal Service Program which will be separately financed, although part of its services will be housed in the center. The anticipated sources of financing include UCS, BRA, the City of Boston, and The Ford Foundation through ABCD.

The following is a summary of the service components of the center:

a. Employment Services. It can be anticipated that the employment services in the Roxbury Multi-Service Center will be provided for those who are (1)totally unemployed, (2) those who have little to offer by way of job training or experience, (3) those who are are not working at their highest level of skill, (4) those who are without any marketable job skill, (5) those who are illiterate, and (6) those whose work attitudes or personal problems make maintenance of steady employment difficult.

A program is already in operation which concentrates on the training and employment of out-of-school and out-of-work youth between the ages of 16 through 21, and youth will be referred from the center to that program. The Roxbury MSC will provide direct services only for persons over 21 years of age.

The employment staff of the center will provide an individualized service which will (1) help people with limited job skills prepare for, secure, and maintain suitable employment; (2) help semi-skilled and skilled workers who are adversly affected by automation or shifts in the local economy to secure retraining and/or relocation; (3)help people whose personal problems adversly affect their employability to use such health and welfare services as will increase their capacity to secure and maintain regular employment; and

(4) engage in job development activities within the local community.

These functions in the MSC will be the responsibility of a supervisor and two counselors. A cooperative arrangement for staffing is being discussed with the Massachusetts Division of Employment Security.

Specialized on-site rehabilitation services for the handicapped are to be provided by the Massachusetts Commission on Rehabilitation.

b. Health and Mental Health.

Health Services

Since the key to the multi-service center concept is the family and its need for continuity of service, health service will be an integral part of the center. The medical and health needs of people in the community must be examined, however, to determine whether new or expanded services need to be developed. No actual clinical operations will be conducted during the first six months.

Case-finding and referral, health education and research will be the initial focus of the health services. An attempt will be made to learn more about attitudes and health practices of the population in the area being served. Emphasis will be placed on referring, motivating, and assisting families and individuals to use existing health services as well as helping them to use the services of the multi-service center for related social problems. Case-finding will be carried on by a team of public health nurses who will develop a program of intensive home visiting to (1) detect and define health problems (e.g., undetected chronic illness, children needing immunization); (2) document these problems as a basis for modification or expansion of programs; (3) assist people to make use of existing health services; and (4) interpret the multi-service center and assist families in using its services. This team will operate for a period of six months and provide interim reports to the UCS-ABCD Health Task Force.

For the administrative aspects of the program (e. g., area to be covered, policy on home visits, characteristics of the general interviewing families, relationships with other center staff) the nurses will be attached to the center under the coordination of one member of the team. The nurses will be employed by and receive medical supervision from the Visiting Nurse

Association (VNA) under mutual agreement between the VNA and the Health Department of the City of Boston.

A health educator will be employed by the Health Department and assigned to this project.

Concurrently with the case-finding and referral activities, data will be collected from hospitals and other health services to document utilization patterns of existing health facilities and to learn which agencies are rendering services to residents of the area, which groups of people are being served, and what some of the demographic and diagnostic characteristics of these patients are. Such an analysis will consider the health and related social problems of groups of patients now being served by health facilities in the area as well as the potential of each facility for expansion of patient service, if such expansion proves to be necessary.

Mental Health Services

ABCD has been planning with the State Department of Mental Health for (1) the assignment of psychiatric personnel to the center and (2) for the referral of persons in need of intensive psychiatric care to clinics and hospitals maintained by the Department.

Mental health personnel assigned to the center would provide consultation to the center staff and assistance in case-finding, record-keeping, and the use of community resources for the mentally ill. In addition, the consultants would assist center staff in working with the emotional problems of families and individuals using the services of the center. They would also consult on the development of educational, preventive and rehabilitative mental health programs.

Negotiations are now under way for the use, on referral, of various clinical services provided by mental health clinics to cope with emergency situations as well as to treat mental illness.

c. Legal Services. In cooperation with the Boston Legal Aid Society, the Massachusetts Defenders Committee, and the United Prison Association, ABCD has developed a unified legal service program which will furnish legal counsel for indigent persons facing criminal charges and advice and representation in civil matters. The program will operate through the nine district courts of Suffolk County and in four community branches. One of these branches will be part of the Roxbury Multi-Service Center.

The Boston Legal Aid Society will employ two attorneys and one secretary on a full-time basis to handle services in Roxbury. This staff will provide legal representation and consultation in civil matters within the existing limitation of legal aid practice.

The defender attorney for the Roxbury District Court will be housed in a central office downtown. They will be coordinated with the legal aid program in the Roxbury Multi-Service Center through periodic conferences. The defender staff will consist of two full-time attorneys. In addition, defense representation in minor cases in the Roxbury District Court will be provided through supervised third-year law students from the Boston University Law School.

The Legal service staff will participate in pre-service and in-service training and orientation to assist them in the recognition of social problems of a non-legal nature and in referral procedures to appropriate services both within the multi-service center and in the community.

d. Social Services. Social services of the multi-service center will consist of three major elements: (1) an intake and short-term service staff employed by and directly responsible to the center; (2) a family service provided by the Family Service Association of Greater Boston; and (3) a child welfare consultant provided by the child welfare agencies of Boston.

A supervisor and two caseworkers employed by the center will provide an intake and short-term service involving preliminary diagnosis and evaluation for all clients. They will seek to connect people with the existing health and welfare resources which can help resolve their problems. This may be done through existing agencies, public and voluntary, which are already actively serving the family.

The social service staff will (1) provide casework services which can intervene and prevent family disruption as well as assist in rehabilitation, (2) provide family counselling services, bringing the variety of health, social, economic, and educational services of the center and of the community to bear on the problems of the family, (3) sensitize people to the community resources that are established to provide specialized help to the end that they can learn to use these on their own initiative, and (5) assess the personal services needed by families and individuals in the community to the end that more effective community planning can be carried out.

Negotiations are underway with the Family Service Association of Greater Boston (FSAGB) for the establishment of a unit of workers under their auspices who can, in concert with the other services of the MSC, meet the needs of family groups with more serious and complex problems.

This Family Service Staff will consist of a supervisor and two workers plus a full-time secretary. The family casework unit will be administratively responsible to the Family Service Association and will work in close cooperation with the regular staff of the center. While the unit is to be regarded as a unit of FSAGB, it will operate under policies of the center established by the center's board of directors and under administrative procedures formulated by the center's executive director, both in accordance with the mutually acceptable contract.

The Committee of Child Placing Executives of United Community Services took the initiative in proposing that they make a full-time experienced child welfare consultant available as a staff person in the MSC. The child welfare agencies have agreed to provide a substantial part of the salary for this position. Through this consultant, the MSC would be provided with currently available information on the policies and services of local child welfare agencies, assistance in determining appropriate child welfare referrals; and assistance in devising and planning new methods for providing child welfare services in the Roxbury area.

The consultant would (1) aid the center's staff in identifying needs for child care services and determining how they can be met; (2) assist in in-service training for center personnal; (3) keep the participating child care agencies abreast of developments and problems occurring in the center that may affect their policies and operations; and (4) periodically evaluate the center's child welfare services.

The MSC will offer practical service to families who are having difficulties managing their homes. A concentrated effort will be made to help such families develop a feeling of personal dignity, an incentive to improve daily housekeeping, and encouragement in the development of habits which will make them more acceptable in their neighborhood. This kind of practical service is based on the premise that it can contribute to the development of more stable family life.

The home development staff will often be working with other members of the MSC team who will be assisting the family with other services, such as legal or employment. The multi-service center will offer home development services in the Roxbury community through two methods.

First, a pilot program applicable to newly constructed 221 (d) (3) housing, such as Marksdale Gardens, Charlame Park Homes, and large apartment buildings, is being put into operation in the Washington Park renewal area. Second, specific families served by the center will be identified as needing assistance in managing their homes more effectively.

A combination of professional staff and paid volunteer visitors will assist families who are having problems in budgeting, apartment maintenance, family hygiene, and nutrition. They will help with such activities as meal-planning, shopping, cleaning, mending, cooking, and child care, and help the families develop self-confidence and the motivation to manage their homes more effectively.

The home development program of the center will also include group education in such matters as credit buying, home decoration, furniture purchase and care, maintenance of property and equipment, special needs of aged or chronically ill members of the family, and the rights and responsibilities of landlords and tenants.

The home development staff will include a supervisor, two assistants, and a group of full-time and part-time aides. Some of the aides will be paid on an hourly basis; others will be volunteers.

e. Group Work and Neighborhood Services. Problems of communication among neighborhood groups, inadequate recreational opportunities and social services at the neighborhood level, coupled with the changing role of the traditional neighborhood agency are all factors which must be considered in the group work and neighborhood services component of the multi-service center.

To assure that services and knowledge of services will reach from the center to the blocks, streets, and homes of the center's service area, neighborhood workers will be assigned to geographically defined sections of the district. Some will be attached by contractual agreements to established community agencies. In their assigned neighborhoods, the workers will be responsible for:

1. Identifying problems of individuals and families.
2. Providing direct services to individuals and families with educational, economic, and health problems within the scope of their competence and reporting such contacts to the MSC.
3. Referring individuals and families with socio-economic problems to the MSC and other community resources and assisting them to use such services effectively.
4. Establishing and maintaining contacts with existing organizations and potential participants in neighborhood groups (e.g., block groups, churches, recreational groups) and, when necessary, organize new groups.
5. Determining the need for group work services in each neighborhood and consulting with local agencies to arrange for providing such services. When existing agencies are unable to meet an identified need, the supervisor of Group Work and Neighborhood Services will develop a special program for the group.

The supervisor will maintain communication between the center and the agencies to which the neighborhood workers are attached. The workers will be administratively responsible to the agencies, but their work assignments will be determined by mutual agreement between the administrative heads of the neighborhood agencies and the center.

Since the Young Men's Christian Association is completing the construction of a new facility in the center's service area, a contract, effective July 1, 1964, was signed between the YMCA and ABCD to provide the services of a neighborhood worker in advance of the opening of the new building early in 1965.

Discussions have been held with the Roxbury Federation of Neighborhood Centers, St. Mark's Social Center and Cooper Community Center, looking toward the assignment of neighborhood workers to those agencies. The center itself may employ one or more neighborhood workers for the area in its immediate vicinity.

2. Charlestown

The local community under the leadership of the Federation of Charlestown Organizations and ABCD began consideration of the format of the multi-service center. An incorporating group was organized and chartered in April, 1964. The name "John F. Kennedy Family Service Center" was selected.

The abandoned school of St. Mary's Parish on Winthrop Street has been made available as the site for the center. The building is being remodeled through the cooperation of the BRA Home Improvement Center and will be ready for occupancy in the fall of 1964.

The services to be offered are outlined below.

a. Employment Services. The center will offer employment service to (1)those who are unemployed, (2) those who are not working at their highest level of skill, (3) those who are handicapped by lack of job training or experience, or have no marketable skill, and (4) those whose educational preparation, work attitudes, or personal problems make maintenance of steady employment difficult.

Charlestown youth who are eligible will be referred by the center to the services and facilities of the ABCD Youth Employment and Training Program.

A new program to test ways of improving the employability of unemployed adults over age 50, the first of its kind of Massachusetts, will be launched within the center's facility in Charlestown. The program is designed to handle an intake of 250 people of whom 100 will be moved into formal training. The program will also provide services to the 150 people who do not require skill training, but who are in need of some kind of employment assistance.

The program seeks to achieve these objectives by (1) locating, identifying, and attempting to motivate toward re-entry into employment adults between the ages of 50 and 65, (2) directing those older workers wherever necessary to work preparation, training and retraining which will enable them to re-enter full-time employment, (3) placing them in permanent jobs commensurate with their abilities and skills, and (4) opening up new jobs for older workers by taking advantage of new training and employment opportunities that can be developed directly or indirectly from Boston's large-scale renewal program.

In order to accomplish the above purpose, the project will (a) take full advantage of the opportunities which urban renewal offers for training and employment and (b) set up an employment and training center in Charlestown, thus assuring maximum availability of its services.

b. Legal Services. One of the four law offices of the Unified Legal Program will be located in Charlestown and will provide preventative legal advice and counsel in civil cases. It will be staffed initially by one attorney and a secretary. The defender serving under the program will be supplied in the Charlestown District Court.

c. Family Services. The scope of family services will include family counseling, training in home management, aid to the chronic problem family, child guidance, and referral to other service agencies.

The characteristics of the services to be handled through the Center may be summarized as follows:

1. The provision of services to assist all individuals who come to the Center in search of help. No resident should be turned away and every effort must be made to attend to every inquiry.

2. The provision of an intake and service staff that will (a) determine the immediate nature of the person's problem, (b) offer short-term direct service from the Center, (c) relate other social services to the individual problem, (d) maintain liaison with the individual and the family and (e) make the proper referral where long-term and/or highly specialized care is necessary.

3. The development of an active, aggressive program of reaching out to families in trouble. It is these families who are most often in greatest need yet lack the ability or motivation to seek out the necessary assistance.

4. The provision of homemaker services to assist (a) the elderly who may be ill or chronically incapacitated, (b) the mother with young children who becomes incapacitated for any reason and (c) the disorganized family where parental apathy create health and psychological hazards for the children.

5. The coordination of casework with group work and community services within the Center to relate the local services to the needs of the family or individual.

The Board of Directors of the Center may find it advantageous to subcontract casework through an existing family service agency.

d. Youth Services. The youth service program will provide leisure-time activities for young people of the community that offer (1) creative opportunities, (2) social opportunities, (3) recreation opportunities, and (4) educational opportunities. The prevention of juvenile delinquency requires the constant vigilance of the home, church, school and community. It is imperative, therefore, that adequate community resources are both developed and utilized to meet the requirements of the youth population. The Center, in close working relationship with the public and private institutions of the community, will develop group programs to meet these needs.

The Center will have a Youth Service Coordinator who will (1) consult with local organizations, churches and agencies in the development of youth groups and programs, (2) in special situations, will organize or direct groups when other agencies are not equipped to do so, (3) establish close working relations with the Parks and Recreation Department of the City of Boston, the Charlestown Boys' Club, the Catholic Youth Organization and others for the development of new programs and improvement of present services and facilities, (4) conduct studies to identify youth needs and problems, (5) provide consultative service to institutions now serving youth for the purpose of strengthening and enriching their programs, (6) organize a Charlestown-wide youth federation to assist in the articulation of youth needs, and to relate Charlestown youth to youth living in other parts of Boston, and (7) within the scope and functions of the Center, provide liaison and consultative services to organizations in Charlestown. This could include, for example, working with a tenants' group in the public housing project.

Administration

The Kennedy Center staff will include an executive director, assistant director, youth service coordinator, three caseworkers, home development specialist, records analyst, and three clerical personnel.

The staff of the demonstration employment and training project for adults over 50 will include a project director, assistant director, community services coordinator, two vocational counselors, part-time casework staff, three secretaries and testing consultants.

The Legal Aid Program's staff will include a full-time lawyer and a legal secretary. The assistant director of the Center will coordinate this program with other services.

A senior caseworker will supervise the two other caseworkers and will be responsible to the assistant director.

3. South End

In the South End the multi-service center concept was already being developed by the United South End Settlements, Inc. (USES). Agreement was reached with ABCD and UCS that assistance in the development of that center would be provided by USES participation in the task force deliberations, by an ABCD contractual arrangement for one staff position, and by ABCD's development of the evaluation methodology for the operation.

Over the past three years, United South End Settlements has been working toward the solution of some of the social problems in its community through a Community Services Center in a housing project, work with Puerto Rican newcomers, and family relocation efforts in Castle Square. Based on these experiences, USES made plans for a Neighborhood Service Center which was opened in March, 1964. The Center is located to serve a neighborhood of some 5,000 people and is designed to be used for extending services, providing information, making referrals, and developing meaningful participation by neighbors who are seeking help with problems.

The area selected presents a great diversity of problems and affords an opportunity to develop varied programs. It is not a cohesive neighborhood, but one made up of many small clusters of neighbors, surrounded by isolated older people, transient roomers, and mobile families--many with problems. Some have deep roots in the community, while others are recently relocated or mitigated to the community. Income varies as does the quality of housing. There is an imbalance on the side of low level education, employment, and living standards.

The Center will conduct its program through an approach to the neighborhood which will assess social and environmental needs of families and individuals through home visits, informal contacts, organization meetings, and interviews with professional workers, clergymen, local store owners, and others. It will provide short-term services, assistance with routine problems, and help with needs identified by neighborhood workers, including referral of individuals and families to an appropriate resource, interpretation of the resource, and assistance in making use of the help offered.

The Center has a core staff of four persons to carry out its functions--a director and three neighborhood workers, one of whom will be financed by ABCD. Each neighborhood worker will be assigned to a specific area and will be expected to know the people who live there, their problems and needs as well as the resources available for direct services.

The Center will endeavor to coordinate all community efforts involving health, welfare, and related services, and document those areas in which additional services are needed.

Evaluation of the Roxbury Center

Social programs are interventions. They are attempts to intervene in the lives of a population, or specified segments of a population, in such a way as to change the behavior of members of that population. A Multi-Service Center is a very complicated intervention, complicated in its objectives, complicated in its procedures, and complicated in the interrelations between the two. The basic question which evaluation must answer is: Relative to the objectives of the program, what difference did the intervention make? Did it matter that efforts were made to intervene; and, if so, in what ways did it matter? Ultimately, if evaluations indicate that it did matter, questions must be answered as to whether there are better (more effective, more efficient, less expensive) ways to intervene. Under conditions of relatively complete ignorance concerning the effects of programs, it is certainly legitimate and sensible to attempt to ascertain whether some particular intervention can produce desired effects. Clearly, however, any conclusions drawn from the evaluation pertain to that particular intervention and not to the possibility of successful intervention in general.

The Multi-Service Center as an Intervention

If, for evaluation purposes, we conceptualize the Multi-Service Center as (a) a set of procedures which (b) aims to change in certain specified ways the behavior of (c) a specified target population, we can then analyse each of these components and formulate a series of research questions about them and about relationships among them. Generally all these questions revolve around a basic question: In what ways, if any, did the Center make a difference?

The Relationship between the Program Procedures and Reaching the Target Population

If the Multi-Service Center has been designed on the basis of the hypothesis that a certain set of procedures will produce desired changes in a specified population, then the validity of that hypothesis depends upon the validity of the formulation of two separate components of the program: (a) the procedures which are designed to attract (and retain) the members of the target population to the program or which are designed to bring the program to members of the target population, and (b) the procedures which are designed to change the behavior of the members of the target population.

Although these two components can be conceptualized separately on functional grounds, in practice the situation is likely to be often considerably more complicated. Procedures designed for one purpose may actually function in the other's domain, and often negatively. Change procedures--that is, those procedures in the total program design upon which major reliance is being placed to produce the desired behavioral change--may drive the very people the program hoped to reach away from the program. The "work" component in a week-end work-camp for potential delinquents and the "school" component in a camp-school program are relevant examples. In any event, this conceptualization reveals three types of possibly unsuccessful programs:

(1) Programs which can attract or reach their target population but which cannot change them;

(2) Programs which can (or could) change the behavior of their target population but which cannot attract or reach them; and,

(3) Programs which cannot attract or reach their target population and could not change it anyway.

This conceptualization also reveals that there is only one type of successful program: a program which can both attract or reach its target population can retain it and can change in a desired direction the behavior of its members. Both are necessary. Since "attraction power" and "change power" can vary in degree from program to program, this conceptualization also reveals that the relative superiority of alternative programs or of a new program compared with an existing program or situation is a function of superiority in either component. If two programs have equal "change power" but program A has superior "attraction power" to program B, then program A would be judged superior to program B. Likewise, if two programs have equal "attraction power" but program C has superior "change power" to program D, then program C would be judged superior to program D. The relative importance of "change power" to "attraction power" is a more complicated issue and may in some instances revert to a values issue. In those instances where change is measurable in reasonably precise units, such as reading scores, the basis for comparison might be simply the total number of units of change. But whether it is more desirable to change a large number of people a little or a small number of people a great deal seems to be basically a question of values.

The Attraction Power of the Multi-Service Center

The evaluation of the Multi-Service Center will focus on the following issues relating to "attraction power:"

(a) Who was actually attracted or reached by the program? To what extent did they participate in the program? What were their characteristics--e. g., age, sex, marital status, family relationships, race, income, occupation, education? What was the geographic distribution of the residences of those reached by the program relative to the geographic location of the Center? To what extent was degree of participation in the program a function of differences in characteristics; in location or residence?

(b) What were the different ways in which people were attracted to or reached by the program? What variations were there in the characteristics of those "reached" in the different ways? In the location of residences of those "reached" in different ways? To what extent were there differences in degree of participation of those reached in different ways?

(c) What were the relative frequencies of the different kinds of problems revealed by those attracted or reached by the program?

(d) What were the different ways in which those attracted or reached participated in the program: service at the Center; service in the home; service at one or more other agencies? To what extent were differences in mode of participation related to differences in the characteristics of those attracted or reached?

(e) To what extent did those attracted or reached participate in the program--participation defined in terms of visits; acceptance of service; acceptance and follow-through on recommendations for action, including referrals to other agencies? To what extent were variations in degree of participation related to differences in characteristics, in mode of attraction to program, in types of problem, in mode of participation, in degree of participation, location of residence relative to location of Center, etc?

The "attraction power" of a program can be described from two points of view: (1) in absolute terms, in the sense of describing the total population attracted or reached. (All the questions above are raised from this absolute point of view), and (2) in relative terms, in the sense of describing the extent to which a larger proportion or different segments of the population were reached than would have been reached by a similar program had not the Multi-Service Center existed.

In order to provide the "absolute" description, answers to questions such as those raised above are required. In order to provide the "relative" description, the same answers are required, but, in addition, two other conditions must be satisfied. (a) a decision must be made as to what the program is being compared with--one or more alternative programs; no program; or the previously existing situation, which, in the case of the Multi-Service Center, may be a complex of a number of relatively uncoordinated programs, and (b) an estimate of who would have been attracted or reached by the alternate program or complexes of programs and their characteristics, problems, degree of participation, etc.

The latter, (b), is of course very difficult to provide but is essential if the evaluation is to go beyond the "absolute" level of description and attempt to deal with the question of whether the program made a difference.

The latter, of course, raises major methodological problems, the solution of which depends to a considerable extent upon the specific procedures, e.g., territorial jurisdiction, intake definitions and procedures, reaching-out effort of the Multi-Service Center, procedures which have not as yet been made final. Some of the kinds of evaluation procedures which might be developed to handle this problem can be suggested, however. Efforts can be made to find several small areas of the city which are not within the territorial jurisdiction of the Center which are sufficiently comparable to segments of the Center's territory to provide a basis for comparison. Samples of the populations of those selected areas would be selected and followed to describe the kinds of services they use and the extent to which they use them. Answers to questions relevant to these populations could then be sought: their characteristics, their problems, how they were reached, location of residence. Another related approach would be to select cohorts of similar individuals from each of several small areas, some within the Center's territory and some outside, and follow each cohort in terms of the services they receive, from whom and for what problems and so on. Cohorts such as these could be selected on the basis of information from combined sources such as the Police Lists, the Census Data, and delinquency and infant mortality rates by census tract.

The Change Power of the Multi-Service Center

The problem of change, the change or changes the Center is designed to induce, is considerably more complicated than the problem of describing the attraction power of the program. In the first place, solution to the problem of change requires that one or more of the objectives of the program be defined with sufficient precision to provide a basis for the development of measuring instruments. Secondly, instruments must be devised which satisfactorily provide a basis for judging whether or not the changes which the Center wishes to induce occur. Thirdly, ways must be found which satisfactorily provide a basis for judging whether or not those changes which are observed to occur would have occurred anyway without the intervention or without this particular intervention.

In some instances, the objectives of the Multi-Service Center may deal with outcome variables concerning which there is already a body of research findings indicating change power in certain types of programs. Pre-natal clinics are a possible example. If there is evidence, on the basis of previous empirical studies, that service at a pre-natal clinic similar to the clinic to which the Multi-Service Center would refer clients prevents infant mortality to a significant degree, it might be sufficient in this evaluation to determine whether the Multi-Service Center is able to bring more potential clients to such services than would have been the case had the Center not intervened. All the objectives ultimately arrived at by the Center will be studied and classified in this regard, that is, in terms of the extent to which there is already existing evidence that a particular type of service works.

In those Center objectives where there does not appear to be evidence indicating that the particular service to be utilized does make a difference in the desired direction, instruments and procedures will have to be devised to: (a) measure the extent to which those attracted to or reached by the Center changed in the desired direction, and (b) estimate the extent to which those attracted to or reached by the Center and who change in the desired direction would have changed anyway.

An evaluation of this scope of a program as complex as the Multi-Service Center does not appear to have been attempted before, and a greal deal of thought and effort is going to be required to develop a design which has any hope of answering these two fundamental questions.

Evaluation of the Major Experimental Variables in the Multi-Service Center Design

In addition to providing information concerning the effects of the Multi-Service Center as a total program, it will be the aim of this evaluation to provide some information concerning the relative contribution of the major experimental or innovative features (as compared with the traditional service system presently available to the same populations) to the effects which the Center may have.

Although further development of the design of the Center may reveal additional features, at this point the principal innovative features of the Center appear to be the following:

(1) Its neighborhood location; its greater accessibility to the population living in its service area, as distinct from the usually more remote "downtown" locations of the traditional services.

(2) Its neighborhood workers; the reaching-out arm of the Multi-Service Center--as distinct from the more traditional "wait for the client to apply" approach.

(3) Its multiple-services under one roof dimension; the greater probability of coordination of and inter-accessibility among the services--as distinct from the usually separate locations and greater difficulty of communication among services.

It is intended that more complete evaluation design will include specific methodological procedures which will provide some information as to the separate effects of each of these three components. At this point, a few possibilities can be sketched.

Neighborhood Location

There are two major issues relating to the neighborhood location of the Multi-Service Center. One is the relationship between the location of the Center and the use of its services. One of the elements in its design deals with "attraction power" and research questions relating to this issue have already been outlined in a previous section. Some possible ways of answering these questions are: plotting the relationship between service at or by the Center; the inclusion of additional blocks to the Center territory and then randomly selecting from the ring of blocks on or adjacent to the perimeter of the Center's territory, designating some as "in" blocks with their residents ineligible for Center service. A comparison could then be made of the use of the Center by residents of "in" blocks and the use of more distant services by residents of "out" blocks, matched pairing of blocks inside the Center's territory with blocks outside the territory (matching on the basis of population, housing and other characteristics and then comparing the use of the Center by residents of the "within" blocks with the use of other services by residents of the "outside" blocks.)

The other issue relating to the neighborhood location of the Multi-Service Center is whether the other components of the Center reaching-out and coordination are necessary at all. One possible way of examining this issue would be to employ one or more neighborhood workers, train and instruct them similarly to the Center workers, and then assign them to areas of similar size and characteristics to those of the Center neighborhood workers. The number, characteristics, problems, use of services, etc., of those reached by the non-Center workers could then be compared with the results of the efforts of the Center neighborhood workers.

The Neighborhood Worker--the Reaching-Out Process

There are at least two distinct aspects of this component. One is the issue of the differential effects of different amount of reaching-out effort; the other is the issue of whether, given the other innovative components of the Center program, reaching-out makes any difference at all.

One way that the differential effects of different amounts of reaching-out effort might be studied is as follows: If we can assume that the neighborhood workers will identify a large number of individuals with problems and that a significant proportion of them will not immediately avail themselves of the services offered, arranged or recommended by the workers, then each such case could be randomly designated to receive different, pre-determined amounts of follow-up. This would provide a basis for answers to questions about the relationship between reaching-out effort and ultimate acceptance and use of service.

The second issue, whether the reaching-out effort in general makes a difference, could be studied by eliminating, preferably on a random basis, certain sectors of the Center's territory from the neighborhood workers' assigned areas. Comparisons could then be made of the use of the Center's and other agencies' services by individuals living in neighborhood worker sectors with the use of the Center's and other agencies' services by individuals living in sectors having no neighborhood workers assigned to them.

The Coordination of Services in the Center

Procedures could also be devised to answer questions concerning the effects of special inter-service communication and coordination procedures which have been built into the Center's operational design. These would include the selection, again preferably on a random basis, of cases and then providing the services involved with additional information such as follow-up information, data analyses and copies of records. Comparisons could be made of the results of handling cases in two different ways--different in terms of degree of intensity of coordinated communication, at least. The relationship of "coordination" to both "attraction power" and "change power" could be studied.

4. Progress Report on Evaluation of the Centers

Plans for evaluation of the Multi-Service Centers have proceeded slowly during the past year; only in the last three months since May and June, as programming plans have crystallized, has there been perceptible movement toward clarifying the evaluation design and procedures for the centers as a whole and for the separate components that are to be included in the separate centers.

As already stated, the three centers will vary considerably in size of the districts they will cover and in variety of services offered, and the funds available for evaluation are inadequate to properly evaluate all three centers completely. Secondly, as each of the centers will vary in the number of components they will contain and in the characteristics of these components, program evaluation will take a variety of forms. These variations will depend upon the neighborhood in which the center is located and the particular needs of that community, as well as on the agency services already available in the community.

Thus, Charlestown, which is to be the site of one center, is predominantly an Irish community of 20,000 persons with a relatively high unemployment rate and a steadily aging work force. Unemployment is particularly high among these older workers (50 years of age and above). Also, there are few organized recreational activities for adolescents and young adults. Hence, two distinctive emphases of this center will be job training and placement for older workers and recreation services for youth. By contrast, the Roxbury center, in a large predominantly Negro area, operating in a community with several settlement houses which provide organized recreation for youth, will concentrate most of its efforts on helping families cope with a wide range of problems, e.g., unemployment, family disruption, poor home management, and health problems.

While there will be a concern in both centers with the problem family, the nature and composition of the two areas in population and available services allows and requires different emphases in services from their multi-service centers. There will be a number of comparable services offered in all three centers, e.g., legal aid, and various family-oriented services such as casework, and employment; and hence the possibility of comparing the effectiveness of services offered. But, there are also differences in size of target populations (Charlestown--about 20,000; Roxbury--100,000; South End--5,000); in their ethnic and/or racial compositions ; and in the range of services already available in the respective communities, and hence, not usually to be offered in multi-service centers.

As a result there will be two approaches to evaluation. One overall evaluation design will embrace the common features of the centers. But when the same service appears in all centers it will not necessarily be evaluated at each location. Where possible, variations in the manner of offering a given service or range of services will be studied when one center takes a somewhat different approach than the others. For example, the South End Neighborhood Center, which services a small area and population, is organized around three neighborhood workers, who work in a specified area and who also double as part-time intake workers at the multi-service center. Their primary referral resources will be existing agencies in the South End, which is also very close to the downtown area where most of the agency offices are located. Consultants will be available on a part-time basis as liaison persons to these agencies to facilitate referral of problems or for on-the-spot adjustments. This approach is very different than is projected for the other centers and a separate evaluation may be made of aspects of this approach in contrast to the approach of the other multi-service centers.

Evaluation activities from January to May concentrated on helping to define and clarify questions troubling the programming group, so that they could be considered within the context of an evaluation design. Numerous meetings were held to refine and specify the program plan so that it would be amenable to an action research design. This phase was at least tentatively completed with the publication of the Roxbury Multi-Service Center proposal of June, 1964, and the Charlestown proposal of July, 1964.

The Shawmut Neighborhood Center in the South End opened in March, 1964, without a predetermined evaluation design. Evaluation efforts for that center were largely confined to helping define the boundaries within which the neighborhood workers would operate and the Center's intake procedures. As of this date the intake procedures are still being worked out. This work is now being done in the context of simultaneous planning for all three centers, with the possibility of pre-testing the procedures operationally at the Shawmut Center.

The discussion that follows falls into two sections: (1) Evaluation of the MSC as a total unit, (2) Tentative evaluational plans for some of the separate service components within the MSC.

Evaluation of the Program Components of the MSC

Plans are being formulated to evaluate each of the separate services to be offered by the centers for the types of information most obviously available which are detailed in the questions raised earlier.

A. Tentative description of evaluation of employment component:

It is expected that the MSC employment service will provide services of the following sort not currently available through the Massachusetts Division of Employment Security (DES):

1. A neighborhood location.
2. More convenient hours--after 5:00 p . m. and on Saturdays--reaching a population not otherwise immediately accessible--these are the people working, but dissatisfied, who cannot conveniently seek assistance during working hours.
3. Client-focused orientation.
4. Easy access to related social services, with hopes for a "supermarket effect."
5. In Roxbury, a Negro staff which will service a Negro population.
6. Active recruitment of clients and of job opportunities.

The employment service expects to find jobs for the unemployed, find better jobs for the underemployed, and/or refer clients for upgrading opportunities.

It is believed that the MSC employment service will be able to achieve both these goals in Roxbury better than DES because of its unique features. It is further believed that this service can tap a larger job pool than heretofore unavailable to DES by its active search for job opportunities.

Evaluation of the Employment Service--Description Phase

The evaluation model will be a variant of the pre-test/post-test controlled experiment (Campbell-Psychological Bulletin Vol. 54, 1957, 297-312).

	Before MSC in Operation	Introduction of MSC	After MSC in Operation
Experimental Population (Persons living in MSC Service Area)	0_1	X	0_2
Control Population (Persons living in area matched with experimental area but not served by MSC)	0_3		0_4

Descriptive analysis requires answers to the following questions:

1. Who was served before the existence of the MSC (at time T1) in the GNRP and an equivalent control area?

This information would be obtained from DES through examination of their intake and disposition records over a period of time (6 months to a year) by sampling their client load over a series of randomly chosen days. We would attempt to describe these populations in terms of:

Age
Sex
Education
Number of contacts
Kinds of services rendered
Job history--unemployment history

2. Who was served by DES after the MSC was in operation (at time T2)? We would need from DES the same information described in (1) above for the GNRP and its control area.

a. What changes, if any, have occurred on a systematic basis to the population served?

3. Who was served at the MSC?

This requires our obtaining information comparable to (1) and (2) above. If any systematic change in the population served at DES between T1 and T2 is noted, are people with these characteristics showing up at the MSC?

a. Within the population served at the MSC, can we distinguish between those appearing voluntarily and those either actively recruited or referred by the other components? What have these people in common, and how are they unlike each other and unlike those people referred to other components?

B. Tentative description of evaluation plan for the Home Development Program: A sample reaching-out program to be conducted by the Center.

The Home Development Program has as its general goal the improvement of housekeeping practices both public and private, in a given community. The program is now proposed is to be set up in two settings: 221 (d) (3) housing (Marksdale and Charlame): and private low income apartment buildings.

It proposes to use a battery of techniques on these two populations to bring about the desired changes. Although these several techniques are methods used in a total community organization effort, they represent several different types of intervention.

In an evaluation of the effectiveness of a Home Development Program, the following questions are to be answered:

1. What are the goals of the program?
2. What was the form of intervention used?
3. Was the intervention successful in bringing about the desired goals?

In this Home Development Program, the goals are clear enough to be broken down into evaluational categories, and criteria defined operationally. Briefly, however, the following potentially measurable goals have been delineated:

1. Cleaner homes.
    a. Improved private housekeeping.
    b. Improved public maintenance (halls, yards, etc.).
2. Improved use of money.
3. Better nutrition.
4. Improved personal care.
5. Less "anti-social" behavior (behavior "below the level of community acceptance").
6. Formation of, or increased participation in, neighborhood groups (this is not really an end-goal).
7. Increased feelings of self-worth.
8. Increased incentive for self-improvement, property rehabilitation and maintenance.

In order to evaluate question No. 2 in a meaningful way, the types of intervention must be clearly defined and separated, and then, perhaps, systematically combined to assess the effects of the intervention.

First, there is the use of the group to effect change in the individual. Conceptually, these groups will "foster a feeling of self-worth" by providing the individual with a chance to belong and contribute to his future planning. Presumably, the expectation is that through this process of group belonging and interaction with others towards a common goal, the individual is activated and motivated towards self-improvement; the end behavioral result would be better home management practices. The group process is an intervening variable through which the desired behavioral change is brought about. This method considers poor home making practices as a symptom of underlying family or individual problems. Our question for evaluation would then be two-fold: Can the group involve the people who need help and produce the necessary changes in motivation, aspirations and so on? Do these intervening changes produce the desired change in home-making practices?

Because of its indirect nature, it is quite possible that this program will work best in combination with other more direct interventions; this in itself would be a very valuable finding.

Second, there is a different kind of intervention in the "friendly visitor" approach; the Home Development Supervisor and the friendly visitors will work on a one-to-one basis with individual families identified as needing help in improving their home management practices. Here, the intervention is direct symptom alleviation on a reaching-out basis--it is hoped that families with dirty homes will accept help in changing their methods if they are shown better methods of cleaning, a mother with budgeting problems will accept help with budgeting and so on.

This is an individual, symptom-oriented approach and implicitly assumes that the individual will change his home practices if he is taught and shown, in personalized and supportive contacts, the "right" way to do things. Because it is an individual approach, it can take into account the best way for a person to solve his homemaking problems given the particular circumstances under which he must live. This is an active, person-to-person intervention stressing an emotionalized "teaching" approach to behavioral change.

A third possible kind of intervention is a group teaching approach. Here, classes would be organized to deal with certain problems in homemaking and with improved ways of doing things--much on the style of a county extension program. Its maximum potential for behavioral change may be in combination with a group approach.

There may be other forms of intervention implied, but taking just these three, we would want to ask: Which type of intervention was the most effective in (a) reaching the target population, and (b) bringing about change? Is any combination of methods more effective than each singly or in combination? Does the effectiveness of the intervention vary with the type of population contacted? That is, is one method or combination of methods successful on the 221 (d) (3) housing population, but not on low-income private apartment dwellers? Is a particular type of intervention successful in changing one dimension of behavior and not others?

Design and Procedure

In order, then, to separate out the components of the Home Development Program for evaluative study, the following design is proposed:

	Interventions							
	A	B	C	A&B	A&C	B&C	A&B&C	Control (no service)
221 (d) (3) housing								
Private apartment buildings (as, a block)								
Public housing								

A = Classes in homemaking

KEY: B = Group contacts (Community committees)

C = Individual contacts (Friendly visitors)

It is probable that there are different populations to begin with in each of these three settings, because of the limitation put on applicants for 221 (d) (3) and public housing. For that reason, it is conceivable that a particular type of program would work better in one setting than in another. The theoretical advantage of including a public housing group is the expectation that the housing will be better than private and not as good as 221 (d) (3) housing; also, due to admission requirements, the people are probably more "socially acceptable" in their homemaking practices than private housing people, and less so than 221 (d) (3) people. At least, these are three meaningful populations, and three settings in which future home development programs might conceivably be initiated so that it would be useful to know which is the most effective for any one setting.

Families in the control populations would receive no home development services; they would be visited--interviewed, rated, etc.--before and after the six-month period, and this provides a baseline of change. It is possible that there will be no control group available for the 221 (d) (3) housing, so this group may not be researchable. It may serve, however, as a pre-test area for the measures to be used.

One additional question which should be considered is: What does a program like this accomplish that an already existing, reaching-out program does not offer? Does it really add a needed service to the community? What comes to mind is the role of the public health nurse or neighborhood worker. Both of these people work very closely with families in a neighborhood, and it is possible that they would, if used in a similar intensive program and confined to a small area, accomplish the same results as any of the Home Development approaches proposed. Therefore, it would be advantageous to add two concommitant studies to those already proposed--a neighborhood worker and a public health nurse working with three similar populations and using the same before/after measuring devices. This would involve (1) a detailed spelling-out of their methods, and (2) a commitment on their part to use the measuring devices of the Home Development program.

Pre- and Post-Measures

At this point, it seems that most of the data will be individual intervention measures. Perhaps some community impact measures will eventually be used--especially to measure the public maintenance standards of the families; for the time being, however, only possible individual measures are being studied.

The instruments to be used will be of five kinds: information forms for gathering demographic data; rating sheets and check-lists on housekeeping standards (to be filled out by worker); a partially structured interview situation; before and after photographs of outside housing maintenance; and possibly, the measures of anomie and social alienation which will be used in other MSC programs.

Ratings of housekeeping standards can be taken from the Washington Park social inventory; check-lists will have to be made upon the basis of agreed-upon standards of housekeeping, furnishings, personal appearance, but they will provide a more objective measure than a rating scale. The interview situation will be used to tap the more difficult areas of incentive for self-improvement, level of aspiration, and other more subjective attitudes towards home, family, and community. Photographs could be rated by judges at the end of the demonstration program, with judges not being told which are "before," "after," "experimental," and "control." The demographic data would be used, among other things, to discover initial differences among the groups studied, including age, parents' family composition, income, rent, etc. Also, there should be a check-list of problems or potential problem areas, both as a guide for the contact worker and again as an indication of possible initial differences among populations. It might be necessary to attempt to elicit the help of the schools in getting an indirect measure of "nutrition" practices.

B. UNIFIED LEGAL SERVICE PROGRAM

1. Development of the Program

As early as May, 1963, ABCD began to investigate the need for bolstering legal services to indigents in the city.

Hostility among youth of low income areas to the police, the legal system, and society in general was considered an important factor in the level of juvenile delinquency. It was assumed that if the youths' parents or older siblings were convicted in criminal cases or suffered financial loss in civil cases through lack of counsel, their hostility toward society's institutions was sharpened.

It was apparent that major gaps existed in the provision of legal services to the poor, despite the fact that Boston was one of the pioneering cities in providing such services.

The Boston Legal Aid Society began operations in 1900, supplying counsel and representation in civil matters to indigents in that portion of the metropolitan area served by the United Fund. Organized provision of defense counsel in criminal cases in the Superior Court began in 1936 with the formation of the Voluntary Defenders Committee, Inc.

Although both agencies were supported primarily by the United Fund, an increasing resistance by contributors toward paying for defense of the criminally accused spurred efforts to obtain state support for the defender service. In 1960, the Legislature established the Massachusetts Defenders Committee, a public agency under the supervision of the Supreme Judicial Court, supported by state appropriation. This agency provided defense counsel for indigents in the Superior Court system throughout the state. The Voluntary Defenders retained their corporate identity and operated primarily as a lobby on behalf of defender services.

The state agency, because of limited budgets and, therefore, insufficient manpower, was unable to provide defense counsel in the District Courts, which have jurisdiction over misdemeanors and felonies punishable by up to five years imprisonment. A 1963 survey by the Voluntary Defenders Committee indicated that 60 per cent of the defendants in serious cases in such courts were unrepresented by counsel.

On the civil side, court statistics indicated that despite the heavy volume of business handled by the Boston Legal Aid Society, many indigents were unrepresented, at least in money and landlord-tenant matters, in the courts.

Spurred by the example of the Vera Foundation's bail project in New York City, ABCD also found that many indigent accused were being held prior to trial because of inability to put up bail.

It was also noted that, although there are five law schools in the area, only Harvard and Boston University had regular programs for student participation in legal aid and defender activities. In each case, however, these were extra-curricular in nature and there were no active efforts to encourage students toward thinking of career service to the indigent by building such an approach into the curricula.

On the basis of these findings, a proposal for a Unified Legal Service Program was prepared and presented to a meeting of about 40 leaders in the legal profession in October, 1963. Among those present were members of the judiciary, clerks of court, law school faculty members, practicing lawyers, and representatives of legal societies, the attorney general, the district attorney, the city law office, the police department and the social agencies.

Although the group approved the idea of a unified legal service program, many objected to forming a new agency to accomplish this and there was resistance to tying legal services too closely to social services.

Following this session the ABCD staff members assigned to designing the program determined that it would be carried out, for the most part, through existing agencies, with a central committee and director providing a coordinating function. Negotiations with the various agencies and schools occupied several months.

The earliest problem arose from the negative reaction of the Boston Bar Association's Lawyer Referral Service staff. One of the expressed reasons for this opposition was that the new program would take legal business from practicing attorneys; another, that it would add to the financial burden of the Referral Service by increasing the number of clients referred to it. Discussions with the staff and the president of the Bar Association in large part dissipated this hostility, although no specific solution of the Referral Service's possible budgetary problem was reached.

Preliminary conversations with the defender and legal aid agencies had indicated some resistance to the proposed program, particularly by the defenders. Each was troubled by the necessity of finding financial support for any expansion undertaken as part of the program, after ABCD financial assistance had terminated.

This problem was particularly acute for the Boston Legal Aid Society which is supported by the United Fund, investment income from gifts, and contributions by lawyers and law firms. The proposal envisioned establishment of law offices in four major communities of the city, including Roxbury, Charlestown and the South End - the target area for the Boston Youth Opportunities Project (BYOP). Society officials felt that the manpower necessary for these offices was much greater than envisioned in the ABCD proposal and that the annual cost, perhaps exceeding $150,000, would be impossible to raise from existing sources. It was agreed that the office staffs would begin at minimum size, to be increased only as warranted, and that ABCD would assist in obtaining the necessary financial commitments.

The Society also expressed concern about obtaining a sufficient number of experienced attorneys to fully staff the offices at the beginning of the program and suggested a phasing in of neighborhood office operation. It was decided that this approach would make training of the staff and evaluation of the total program too difficult.

Far more fundamental were the problems encountered in the defender portion of the program.

As posed in early discussions the problems were:

1. Would a grant to the public defenders cause the Legislature to reduce their appropriation?

2. Would the public agency lack the flexibility to carry out the social service and evaluation aspects of the program?
3. Should salary scales be oriented toward making defender service a career or be kept low on the assumption this is a training area for law school graduates?
4. Can law school students provide competent counsel for defendants in serious cases?

The first two questions were resolved by a decision to make the Voluntary Defenders Committee the agency to carry out the defender portion of the program.

It was from the outset the position of ABCD that defender service should be a career in order to guarantee competent counsel for defendants. The salary schedules for the defender portion of the program were set accordingly and this was accepted by the defenders. In July, 1964, the Legislature appeared to accept this same position when it fixed a $5,000 per year minimum for proposed salaries of the Massachusetts Defender Committee attorneys.

The competence of student representation became an issue when the Boston University Law School proposed to place 30 students in the Roxbury District Court in a program which would be a part of the school curriculum. The students would supplement the two defender attorneys to be assigned to the court, and it was the position of the law school that they should be allowed to appear as counsel in serious misdemeanor cases. The defenders objected to the use of students in trials but a compromise was reached whereby the students would handle only less serious cases. The decision as to what constituted a serious case for this purpose was deferred until the program was funded.

The Harvard Voluntary Defenders readily agreed to participate and suggested a full-time student summer program which was accepted.

An unforeseen development was the proposal by the United Prison Association of Massachusetts for a program to provide legal services to penal inmates. The UPA had been offered the services of some 70 attorneys throughout the state who had agreed to work with prisoners, and proposed the hiring of an attorney to coordinate this program on a full-time basis. The objective was to reduce the frivolous legal actions sparked by "jailhouse lawyers" and, at the same time, to provide prisoners having legitimate cause with advice and counsel. This proposal was incorporated into the program.

Early in the planning process, staff members visited New York City to study the bail program conducted under auspices of the Vera Foundation. In subsequent discussions the Boston College Law School agreed to provide students and faculty assistance for a similar program in Boston. Studies of the courts in Boston disclosed that questioning of arrested persons, similar to that involved in other bail programs throughout the country, was already carried out by probation officers. As a result, the bail program will bring together the probation service and the law students and each will buttress the work of the other.

While the various negotiations outlined above were underway, a development took place which changed the focus of the defender side of the program. This was the disclosure by the National Legal Aid and Defender Association that it had been awarded a grant by The Ford Foundation to finance model defender projects in various counties of the country.

Until this time the ABCD program was designed to place defenders only in the courts serving the four areas for which the program was contemplated. Following a meeting with Ford and NLADA officials in New York, it was decided to extend defender services into all district courts in Suffolk County, thereby meeting NLADA requirements for a county-wide model defender project. Only the defenders in those courts serving the BYOP target area were to participate fully in the various aspects of the unified legal service program, however.

In early Summer of 1964, the NLADA Executive Committee approved the ABCD application in principle but stipulated certain conditions:

1. that the Massachusetts Defenders Committee, not the Voluntary Defenders Committee, be the contracting agency for the district court defender

service.

2. that ABCD agree to conduct a study on the effectiveness of all provisions for defense counsel in Suffolk County, including the model defender project, the paid assigned counsel system in capital cases, and the MDC operation in Superior Court. This study, including recommendations for improvement and for integrating the district court defenders into the MDC framework, was to be completed by the end of the first year.

3. Supporting letters be supplied by the Chief Justice of the Supreme Judicial Court, the Chief Justice of the Superior Court, the Attorney General and the Suffolk County District Attorney.

4. Vigorous efforts are made to bring the salaries and the budget of the MDC into line with those in the model defender project.

Only the first of these conditions constituted a problem, in part because, at the same time, the Massachusetts Defenders Committee had discharged its chief counsel, who had been with the agency since it was founded as a private agency.

Because of the unsettled condition of the state agency, ABCD decided not to move ahead in the matter for some time. In August, however, the NLADA asked for a resolution of the condition and a joint meeting of officials representing ABCD, the Massachusetts Defenders Committee and NLADA was followed by a vote of the Massachusetts Defenders Committee agreeing to participate subject to approval of the Supreme Judicial Court.

The NLADA thereupon approved the application, subject to approval of The Ford Foundation. ABCD's application for funding of the remainder of the program was then submitted to The Ford Foundation.

2. The Program

The purpose of the Unified Legal Service Program is to bring together in working partnership the agencies and law schools currently providing legal assistance to the indigent and to place legal services in a social welfare setting.

The rationale behind this purpose is that legal problems do not exist in a vacuum but must be handled for each individual in relation to his total situation.

Specifically, the program is designed to:

1. Establish neighborhood law offices to provide low-income individuals and families with preventive advice and legal representation.
2. Provide legal counsel for all indigent defendants in serious cases in the district courts of the county.
3. Improve bail procedures to prevent unnecessary detention of indigents charged with crimes.
4. Establish an organized method of handling requests for legal assistance from inmates of penal institutions. x
5. Establish an effective system of cross-referral among legal, social welfare, employment, health and other agencies.
6. Train legal personnel to recognize social problems and other agency personnel to recognize legal problems.
7. Encourage law schools to expand programs and courses intended to acquaint students with the practice of law, particularly criminal law, as it relates to indigents.
8. Undertake other experiments directed at improving the administration of justice.

The program is to be coordinated by a Legal Service Program Committee representing each of the participating agencies and the law schools, and responsible to the ABCD Board of Directors. The Committee consists of one person each from the governing bodies of ABCD, Boston Legal Aid Society, Massachusetts Defenders Committee, United Prison Association of Massachusetts and United Community Services, one member of the bench and one law school dean.

Directly responsible to this committee is the program director, who will carry out the coordinating function and administer the bail program and the social welfare referral process.

To provide the director with advice and assistance as needed, a Technical Advisory Committee is in process of formation, consisting of staff representatives of the various organizations whose functions are connected with those of the program. Also on the committee will be the District Attorney, Police Commissioner, Chief Justice of the Boston Municipal Court and ABCD's Program Specialist for legal services.

The central services staff includes a social welfare referral coordinator who will have responsibility for maintaining a working case referral relationship between the various legal service personnel and other personnel in the Roxbury, South End and Charlestown multi-service centers. These multi-service centers, discussed separately in this report, bring together in the neighborhoods an array of social welfare, employment, health and other services, including legal aid services, in the three communities in which they are located.

Another central services staff member is the bail supervisor, who will direct a demonstration bail program, modeled on the Vera Foundation program, in one district court. A preliminary decision has been made to locate this program in the Roxbury District Court. Working under the supervisor will be six law school students from the Boston College Law School.

The overall program includes five separate segments.

Model Defender Project

Largest element in the program is the Model Defender Project, funded on a three-year basis by the National Legal Aid and Defender Association through its National Defender Project. The program is designed to provide attorneys to represent indigent defendants in all district courts in Suffolk County in serious cases.

Eight attorneys and two investigators will operate from a downtown office under the direction of a chief criminal attorney, who will be answerable on legal matters to the General Counsel of the Massachusetts Defenders Committee.

These attorneys, following the accepted procedures of the Massachusetts Defenders Committee, will appear at the various courts prior to each criminal session. It is intended that they intervene as early as possible to offer their services to unrepresented defendants. The decision as to whether the defendant is indigent and whether the case is serious will be made by each attorney individually, within a framework of pre-determined standards.

Although all of the attorneys will be trained to make referral to other agencies of defendants from the target area, the attorneys operating in courts serving that area--the Roxbury and Charlestown District Courts and the Boston Municipal Court -- will have additional tasks, arising from the evaluation needs of the BYOP. For example, their referrals will have to be made on a regular, systematic basis; their questioning of defendants will include areas of information necessary to evaluation objectives; and they will be expected to maintain contact with the legal offices in the neighborhood multi-service centers.

Because the Massachusetts Defenders Committee operates under the supervision of the Supreme Judicial Court, it cannot contract to perform this phase of the program. It can, however, receive a conditional gift, which will be used to finance this project. During the first year of operation a study of defender services on all court levels in Skffolk County will be conducted and recommendations submitted to the NLADA. Continuing efforts will be made to secure additional financial support for the project from the Commonwealth of Massachusetts.

Student Defender Programs

The largest and most significant law student program will be conducted by Boston University Law School in the Roxbury District Court. Thirty third - year students will serve as defense counsel in less serious misdemeanor cases as part of an elective curriculum course. They will be under the direction of a full-time attorney. Selection of cases in which they will appear will be made in cooperation with defender attorneys in the court.

The Harvard Voluntary Defender program will make students available in all the other courts of the County where, together with students from the Portia and Suffolk Law Schools, they will operate under direction of the defender attorneys in the courts.

Harvard Law School students will also participate for three years in a summer program in which six students, about to enter their third year, will work on a paid basis for 10 weeks in the district courts under the direction of defender attorneys. This is intended to provide full-time experience in the practice of criminal law and to fill the gap left by the discontinuance of the school-year student program.

Bail Program

Modeled on the program of the Vera Foundation in New York, this program will center, initially, in the Roxbury District Court. Defendants will be chosen on a random basis and an investigation conducted to determine whether they should be released on personal recognizance rather than being held in bail. Unlike the Vera program, the evaluation objective in this program will be to determine the impact of detention or release on the defendant's family, rather than on his subsequent fate in the courtroom.

The questioning of defendants and investigations will be conducted by students of the Boston College Law School in cooperation with probation officers in the court. The latter currently interrogate defendants for the purpose of making recommendations in regard to post-conviction sentence.

This program, to begin in early 1965, may later be extended into other courts in the county.

Legal Aid Program

Legal aid in civil matters, has, as already mentioned, been available to Boston's poor since 1900. To obtain such assistance, however, an individual has had to apply at the office of the Boston Legal Aid Society, located in the downtown area.

One of the major departures in the Unified Legal Service Program is the location of legal aid offices in four separate areas of the city - Roxbury, South End, Charlestown and South Boston. Another is the accent in those offices on preventive legal advice, prior to a client's actual involvement in a legal problem.

Three of the offices will be located in multi-service centers where their staff will participate directly in the cross-referral methods employed in those centers. The fourth will be a separate law office in South Boston.

These offices will be manned and operated under direction of the Boston Legal Aid Society through a contract with ABCD. The attorneys will be under supervision of a chief civil attorney who, in turn, will be responsible in legal matters to the Assistant General Counsel of the Legal Aid Society.

The services of the offices will be available only to residents of the areas in which they are located, but the attorneys will represent their clients in courts outside of the area as necessary. At the outset five attorneys will be engaged; two in the Roxbury office and one each in the others. Students from the various law schools will supply investigative and other assistance.

In preparation for opening of the offices, and in order to give newly-employed attorneys an understanding of legal aid practice, ABCD advanced funds to the Legal Aid Society during the summer to pay two attorneys hired for the program. These attorneys have been working in the downtown office of the Society.

Post-Conviction Program

Under contract with ABCD the United Prison Association of Massachusetts, a non-profit charitable agency, will hire a director to coordinate a program of legal counsel to inmates of penal institutions. A panel of 70 practicing attorneys throughout the state have volunteered their services to the program.

3. Training

All attorneys and investigators in the program will receive pre-service and in-service training provided through the facilities of the Law-Medicine Research Institute of Boston University. This training is intended to acquaint them with the nature and overall scope of the program, the nature of the population with which they will work, the services available from other agencies working in the target area and with legal practice as it relates to low income areas.

Emphasis will be placed on the importance of referral of non-legal problems to other agencies in the various neighborhoods and to services in the multi-service centers.

One significant phase of the program will be the testing of various methods for determining indigency for purposes of non-fee legal representation. Various standards will be employed and tested to determine if they do, in fact, provide a proper measurement of indigency.

As the program continues, it is anticipated that other studies will be undertaken, among them a demonstration to determine whether the procedure utilized in the bail program can be employed in assisting judges in post-conviction sentencing.

4. Evaluation

Pending employment of a project director for evaluation of the program, ABCD's Director of Research assigned a member of his staff on a part-time basis to observe the negotiations between ABCD staff members and agencies to be involved in the program. The evaluation design is to be developed following funding of the program and is to rest on the evaluation objectives of the Boston Youth Opportunities Project.

5. Funding of the Program

The evaluation component of the program described above and the monitoring of the program by an ABCD Program specialist will be financed from the grant received from the U. S. Department of Health, Education and Welfare to conduct the BYOP demonstration.

The National Legal Aid and Defender Association has approved a grant for the defender portion of the program in the amount of $320,000 over a three-year period, and has allocated $138,118 of this amount to the first year of operation. The Ford Foundation has been asked to release $431,120 from

ABCD's Development Fund to finance part of the program over the three-year period. The remainder of the anticipated $982,612 cost will be sought through local agencies, appropriations to the Massachusetts Defenders Committee by the Commonwealth of Massachusetts, the United Fund and other sources.

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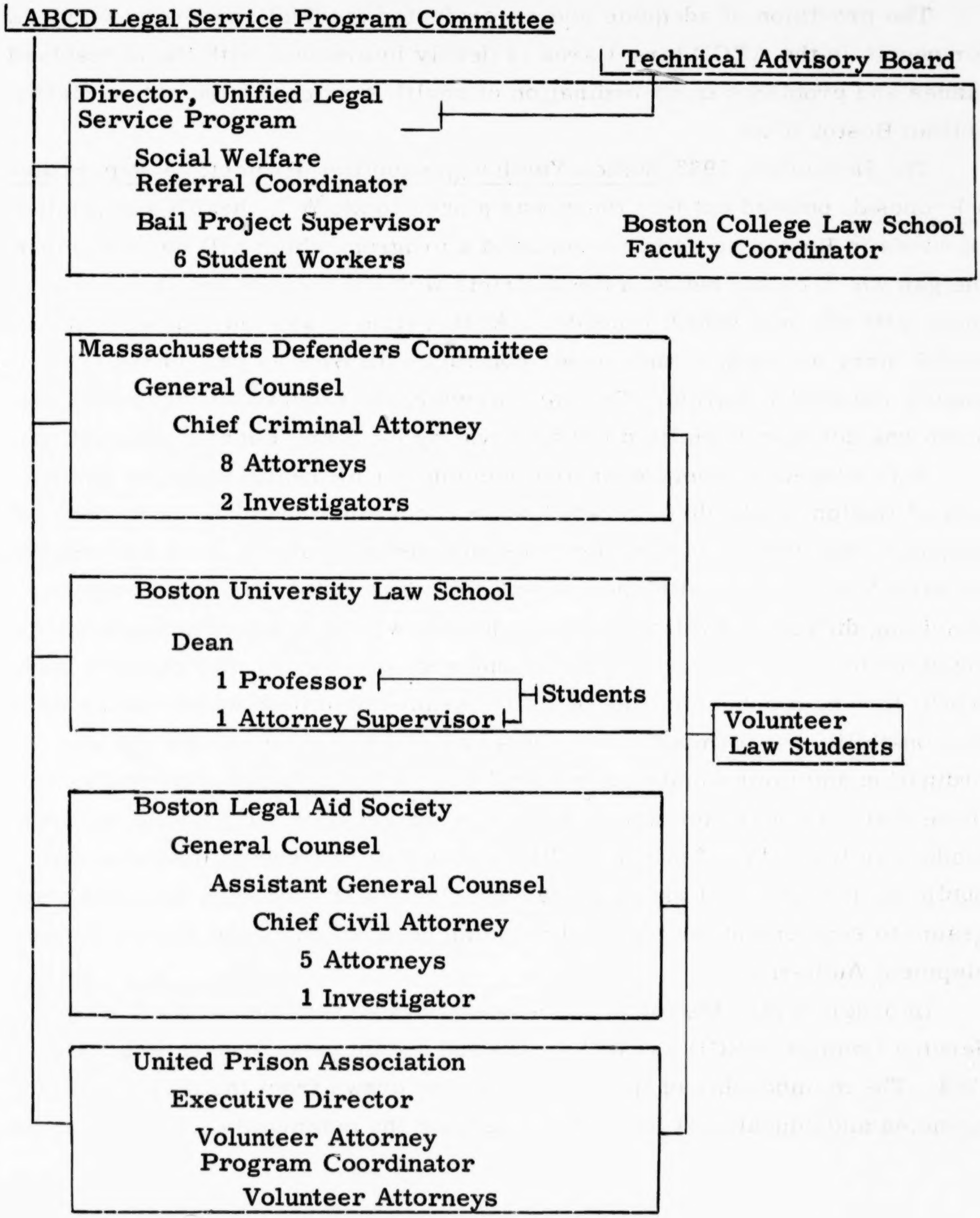
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C. HEALTH SERVICES

The provision of adequate and co-ordinated medical and health services for people in the ABCD target area is deeply interwoven with the unresolved issues and problems in co-ordination of health services in the entire metropolitan Boston area.

The December, 1963, Boston Youth Opportunities Project: A Report and a Proposal, pointed out that there was a need to study "...health and related services in Boston so as to recommend a program which will begin to close the gap which exists between the districts with the poorest health records and those with the best health records." At that time it was anticipated that ABCD would carry out such a study under contract with BRA as part of the Community Renewal Program. To date, however, the Community Renewal Program has not been submitted for approval by local and Federal authorities.

With respect to comprehensive planning for all health services in the city of Boston, it should be pointed out that not since 1948 has there been any thorough examination of both services and administration. With the proposed construction of new health and medical facilities in the city, new programs requiring different physical accommodations will be a determining factor in construction decisions. With this as one area of concern, in February 1964, ABCD formed a subcommittee of its Program Committee which has as its responsibility the formulation of plans and recommendations for the co-ordination and improvement of medical and health services, especially in those districts of Boston where needs are the greatest. The group includes leaders in the fields of public health, mental health, general medicine and public welfare and will assist and advise the ABCD staff as it develops programs to supplement the physical planning undertaken by the Boston Redevelopment Authority.

In order to plan the focus and scope of health services in the Multi-Service Centers, ABCD and UCS organized a joint task force in February, 1964. The membership of the task force was drawn from the major health agencies and educational institutions serving the community. The Chairman of the Health Task Force was the Chairman of the Health Division of UCS.

For the first meeting of this group, ABCD staff prepared as a discussion guide a summary of the kinds of services which might be provided in a Multi-Service Center and asked the task force to consider:

1. Which of the services should be in Multi-Service Centers ?
2. What staff would be required?
3. What relation these services would have to others in the Center?
4. Under what auspices and financing such services should be provided?

The task force was asked to determine priorities and suggest means for measuring the adequacy of present services against the needs. They felt that there was no sound basis for making immediate recommendations and urged that, as a preliminary step, data be collected which would indicate the pattern of utilization of services presently offered by hospitals, out-patient clinics and public and private health agencies. They also recommended that the data collection be followed by an intensive "case-finding" and referral effort. Through this process they envisioned a delineation of the kind of health and medical problems that do exist in the community for which no service is being provided, and an estimate of the kinds of problems for which help is and is not sought.

After several working sessions, the task force made the following recommendations with respect to the Multi-Service Center in Roxbury:

1. That top priority be assigned to discovering the dimensions of the "unserved population," through casefinding activities and research into the health concepts and practices of the residents of the area, in order to determine what services are needed at the neighborhood level.
2. That to implement this assignment, the following steps be taken:
   a. Collection of initial health care data by staffs of ABCD and UCS be conducted during a three-month period in the summer of 1964;

   b. Case-finding on an intensive home-visiting basis be initiated by a team of three or four public health nurses to detect, define and document health problems and make referrals;

c. Assignment of a qualified health educator to contact, inform and educate residents in the area regarding the Multi-Service Center, the home-visiting program and resources for preventive health care;

d. Assignment of a qualified research person with specialized knowledge of the health field to translate the data into usable guides for the development of appropriate health services to be launched through the Multi-Service Center.

To begin implementation of these recommendations, UCS and ABCD assigned staff late in June, 1964,to prepare for the data collection phase and to begin exploratory discussions with the Health Department of the City of Boston and the Visiting Nurse Association regarding ways and means of implementing the case-finding and referral activities.

D. ABCD LIAISON WITH PARKS AND RECREATION DEPARTMENT

One of the objectives of ABCD is to strengthen the recreation program of the Parks and Recreation Department of the City of Boston. At the request of Mayor John F. Collins, a member of ABCD's staff with considerable experience in public recreation administration was assigned as consultant to the Commissioner of Parks and Recreation in April, 1964. A close, daily working relationship has developed which has contributed significantly to the specific accomplishments noted below.

1. Acceptance of the goal of providing a complete recreation program as a major responsibility of the department. The position of Director of Recreation was made equal in status and salary with the principal officials of the department. The director was provided office space at headquarters. The entire staff of the recreation division is being transferred from an isolated building in Jamaica Plain to headquarters. They will be involved in all planning and decision-making so that the function of recreation in the department's overall program will be constantly considered.

2. Rehabilitation of existing play areas and design of new facilities has become a joint responsibility of the Recreation Division and the Engineering Division. This is a most important decision and insures that the best possible use will be made of the facilities for recreation purposes.

3. Joint weekly meetings of division heads are held in the commissioner's office. Decisions are now made in terms of the department's overview rather than as separate division concerns.

4. For the first time in more than ten years, a spring and fall schedule of supervised outdoor play was put into effect. Fourteen major areas were opened on May 1st and will continue to be in operation until October 30th. It is planned to expand this program in 1965.

5. A closer and more cooperative relationship has been established between the Parks and Recreation Department and the Mayor's Advisory Committee on Recreation, as well as with the Citizen's Committee for Better Public Recreation in Boston and the Recreation, Informal Education and

Group Work Division of United Community Services. Through meetings, reports and personal contacts, efforts are being made to unite the efforts of all groups interested in better recreation for Boston.

6. The summer playground program involves the greatest number of temporary employees. The commissioner agreed to take all available employees from the current Civil Service list. Because of insufficient names on this list, a number of summer workers were secured through City Hall, but a request was made that such appointees be at least eighteen years of age, at least high school graduates and be required to be interviewed by a Recreation Supervisor. These requirements were not fully met this year, but the Mayor has stated that they will be enforced in the future.

7. An often criticized, outmoded, and expensive service of the Parks and Recreation Department has been the Bath Division. This has been a matter of study by the Boston Municipal Research Bureau and the Boston Finance Commission. Some action had been taken to eliminate parts of the program. However, this year by decision of the Commissioner and with approval of the Mayor, a schedule of phasing out the activities of the Bath Division has been instituted. It is hoped that by June, 1965, all public bath services will be eliminated. When surplus Bath Division employees have been transferred or retired, it is hoped that these salary savings can be used to strengthen the full-time recreation staff.

8. Progress has been made towards establishing a chain of year-round recreation centers. The O'Day Playground in the South End and the Lee Playground in South Boston are now operating on a year-round basis. Three municipal buildings will open on October 15 as community centers.

9. The ABCD staff member has served as liaison between the Boston Redevelopment Authority and the Parks and Recreation Department. A series of conferences between department staff and BRA representatives has been held to review plans for proposed recreation facilities, specifically in the Washington Park and South End renewal areas. The Parks and Recreation Department has cooperated fully with BRA in developing temporary play facilities in such areas.

Through continuous direct contact with the Commissioner and his staff, important advances have been made in creating a constructive, positive attitude among the staff to the end that the department's recreation program be strengthened and rebuilt.

E. COMMUNITY SERVICES AT COLUMBIA POINT

The Boston Housing Authority, in a letter dated January 29, 1963, requested the "... help of Action for Boston Community Development, Inc. in the planning of a comprehensive program of health, education, social service, recreation, and other community activities for families living in public housing developments and in surrounding neighborhoods."

The Board of Directors of ABCD voted to carry out a study with staff assistance and cooperation from the Housing Authority (BHA) and United Community Services of Metropolitan Boston (UCS).

A Working Committee was established with representatives of BHA, ABCD, UCS, and the regional offices of the U.S. Public Housing Administration (PHA), and the U.S. Department of Health, Education, and Welfare (HEW).

A Joint Policy Committee was established to guide the study and review the recommendations, with the understanding that the final report would be submitted to the Boston Housing Authority and to the Boards of ABCD and UCS. The Joint Policy Committee consisted of two representatives each from the Boards of the BHA, UCS and ABCD, and one each from the regional offices of PHA and HEW.

The Working Committee and the Policy Committee decided to approach the planning of comprehensive services in public housing by beginning with one low-income housing development, in the expectation that this would provide some guidelines for the planning of community services at other housing developments in the city. Columbia Point was selected for the study.

The Boston Redevelopment Authority (BRA) was simultaneously considering plans for the "...immediate upgrading of Columbia Point and for the long-run full development of the Point." In order to coordinate physical and social planning, a representative of the BRA was added to the Working Committee.

With the approval of the Policy and the Working Committees, the planning project used the following methodology:

1. Existing data were assembled on Columbia Point, including its population characteristics and community services.
2. Additional information on conditions and problems was obtained through interviews with personnel from the Housing Authority and from public and private agencies providing health, welfare, recreation and other services to residents.
3. Meetings were held with tenant groups to obtain their views.
4. A stratified probability sample of 345 family units was selected, consisting of three categories of 115 residents each: (1) the aged, (2) intact families (both parents available), and (3) families with only one parent in the home. Using a prepared questionnaire, 270 interviews were completed.

The report and recommendations that emerged from this study and planning were from residents, housing management, and community agencies serving the people of Columbia Point. The document reflected their needs and recommended immediate and long-range programs for meeting them.

It was implicit in the thinking behind the recommendations that any effort to reduce the problems which create poverty must be the responsibility of the entire community, and that public housing can and must be developed into a constructive tool for assisting low-income families to overcome some of these problems.

Management of housing projects is complicated by the social and health problems of the tenants, and even the most skilled manager cannot separate these problems from his managerial role. The manager at Columbia Point is highly regarded by tenants, as evidenced in the survey, and he is considered to be interested in them and in their problems.

It was clear that many services are available to the residents. Because of lack of information, lack of communication and coordination, and lack of on-the-spot help in crises, however, existing services are not being used effectively. Some new programs are needed and some of the present services need expansion.

In the light of these general findings and more specific observations contained in the report, seven recommendations were made. They are listed here and presented in greater detail in the following pages.

Recommendation #1 -- Establishment of Columbia Point Community Services (CPCS) to coordinate existing services and develop new services to meet the health, welfare, and social needs of residents of Columbia Point.

Recommendation #2 -- Establishment of a Family Medical and Health Service as part of Columbia Point Community Services.

Recommendation #3 -- Expansion of the day care program now being operated by Associated Day Care Services.

Recommendation #4 -- Strengthening the capacity of the Columbia Point Center to provide recreational and related services, in close collaboration with the Columbia Point Community Services.

Recommendation #5 -- Improving the public recreational facilities and services provided by the Park and Recreation Department of the City of Boston.

Recommendation #6 -- Establishment of a program to improve tenant-management relations in the Columbia Point Housing Development through the employment of a Management Aide.

Recommendation #7 -- Immediate efforts to carry out the proposals in the BRA's Columbia Point Feasibility Report, for the full development of the 193 acres surrounding the Project.

1. Columbia Point Community Services. It was recommended that the Boston Housing Authority employ a core staff for the Columbia Point Community Services, consisting of a director, a tenant relations aide (family worker), a community worker, and a home development supervisor. The director would report to the director of the Department of Tenant and Community Relations in the office of the acting administrator of the Housing Authority.

A central location for workers assigned by the Welfare Department, Health Department, Visiting Nurse Association, family and child serving agencies to the Columbia Point Housing Development, as well as the Family Medical and Health Services and the Associated Day Care Services will be provided by the Columbia Point Community Services.

It was recommended that as quickly as key apartments can be vacated, and appropriate apartments in adjacent buildings become available, all agencies involved be relocated.

2. Family Medical and Health Program. To begin the operation of this service, the installation of a Medical Aid Station was recommended as a first step. This facility should be staffed by nurses with backgrounds in industrial and/or public health nursing, to focus immediate attention on acute medical problems.

Nursing activities in this Aid Station would require prompt and open access at all times to a physician. Therefore, a medical staff should be appointed to accept responsibility for supervision of the Aid Station.

3. Day Care Services. Many educational and social work programs which attempt to "intervene" at an early age to prevent the transmission of poor family functioning from one generation to another have been developed over the past several years. The Associated Day Care Services of Metropolitan Boston initiated such a program on a demonstration and experimental basis at Columbia Point Housing Development in January, 1962. This program sought to develop techniques through which families with special problems can be helped through a combination of casework, group work, and education built around day care for 20 children in a class at Columbia Point.

A teacher-director, a full-time trained nursery school teacher, a part-time home economist, a part-time aide, a half-time caseworker, a cook and secretary make up the present staff. The success of the present program has convinced the agency that it should expand to a full-scale operation, which eventually will accommodate approximately 70 children.

4. Columbia Point Center. For the past eight years, Dorchester House, a settlement house, has sponsored a recreation-centered program at Columbia Point with primary emphasis on youth.

The increasing number of teen-agers growing up in the Columbia Point Housing Development illustrated dramatically the urgent need for expanded leisure-time activities in recreation, informal education, and group work. Young children, the elderly, and adults in their middle years have no less need for such programs, to be developed under the supervision of a well-trained program director. As part of the team of the Columbia Point Community Services, he would provide the skills of the recreation-group work specialist in planning programs to meet the special needs of groups of residents.

It was recommended that the center's recreation program be closely coordinated with planning of the City of Boston's Parks and Recreation Department and make maximum and reciprocal use of outdoor play and recreation facilities without as well as within the Center, and that office space be provided at the Center for staff of the department.

5. Parks and Recreation Department, City of Boston. It was recommended that the Department accept responsibility for planning, developing, supervising, and maintaining outdoor recreation facilities and programs from May 1 through October 31, and that it assume responsibility for providing qualified leadership and supervision for its programs through assignment of additional full-time year-round staff.

It is also recommended that all present recreational facilities within the Project area, including the baseball diamonds, basketball courts, apparatus and sand-play areas, spray pool, and tennis courts be maintained by the Housing Authority so that year-round recreational activities will be available for all age groups. In addition, adequate supplies for handicraft work, quiet games and athletic activities in playground areas should be provided by the Parks and Recreation Department and a program for continuing replacement be developed.

6. Employment of a Management Aide. Management, tenants, and social agencies at the Columbia Point Housing Development all agreed that there were unsolved problems in the management of the housing project. This

recommendation, addressed to the handling of those problems, is concerned with relationships with new tenants, enforcement of tenant responsibilities, improving tenant-management relationships, and with facilitation of referrals in instances where problems come directly to the attention of the manager.

It was recommended that a management aide be employed to develop cooperation and understanding between tenants and management. The management aide would be part of the Management Department and be assigned to the manager of the Columbia Point Housing Development. The management aide would be administratively responsible to the manager and would work with the director of the Columbia Point Community Services, the tenant-relations aide (family worker) and other community agencies.

7. Full Development of Columbia Point. The BRA, in preparing its Feasibility Report, reviewed the land use possibilities of the 400 waterfront acres, which includes the 40 acres occupied by the Columbia Point Housing Development. A site plan was prepared and used as a basis for the final recommendations.

The plan calls for 193 acres of new development, including: 62.3 acres for 1500 units of new garden-type and 7-story apartments and row houses; 64.2 acres for recreational facilities; 2.5 acres for neighborhood shopping; 7.8 acres for an additional public elementary school and playground; 35 acres for a city-wide campus high school and 23.3 acres for a new perimeter parkway.

If the six other recommendations made in this report are to achieve maximum success, they must be established in a community context or the resulting concentration of services may tend to make the housing project become even more institutionalized.

The adjoining area, therefore, must be improved as rapidly as feasible. Planning must be comprehensive and should include all elements of the community -- tenants and outside agencies alike -- so that new schools, new housing and new recreational facilities will help make the most effective use of this valuable asset, 400 acres, to transform Columbia Point into a potentially desirable and balanced community.

In recommending this complex of services, the goal was to provide a means of reaching out to the residents at Columbia Point, to help them in the identification and solution of their problems. A structure has been designed within which other services can be developed to meet specific needs, particularly in the fields of education and employment.

The report included the following budget for the first year:

Columbia Point Community Services-------	$ 44,200
Management Aide-----------------------	9,000
Family Medical and Health Services-------	35,000
Associated Day Care Services------------	50,750
Columbia Point Center ------------------	35,600
City Parks and Recreation Department -----	12,900
TOTAL---------------	$187,450

The report recommended that ABCD, United Community Services, and the Boston Housing Authority cooperate in initiating applications for funds necessary to operate the proposed program of the Columbia Point Community Services. Some of the possible sources are noted below.

In the case of the Family Medical and Health program, an application could be made directly to the U.S. Public Health Service with that service's regional office and the State Department of Public Health participating in the planning process. There would be some advantages in having a responsible medical institution make the application, and request research and demonstration funds.

In the case of the Associated Day Care Services, the expanded program would involve an ADCS request through the State Department of Public Welfare for a grant from the U.S. Children's Bureau.

The Home Development program of the Columbia Point Community Services could be supported by a grant from Family Services or the Public Health Service of the U. S. Department of Health, Education, and Welfare, or through a grant to the Welfare Department in connection with improved and expanded public assistance programs under section 1115 of the 1962 Social Security amendments. The total Columbia Point Community Services core staff might be financed in this manner, as part of a concerted services research and demonstration program.

The expansion of the Columbia Point Center will require requesting additional support from United Community Services. The budget of the Parks and Recreation program would require action by the City of Boston.

It is also recommended that ABCD, UCS and the BHA explore the possibilities of support for the complete program of Columbia Point Community Services, including the management aide, through a grant from the newly established U. S. Office of Economic Opportunity, under Title II A of the Economic Opportunity Act.

The report concluded with some observations and suggestions which are highlighted here.

It was recommended that the BHA broaden its policies relating to inter-project and intro-project transfers to avoid concentrations of either a minority group or of multi-problem families and to discourage transfers requested solely to avoid integrated housing, and that the services of the intergroup relations specialist to be employed by the BHA be made available in the development and implementation of such policies.

Federal regulations provide for discretionary deductions of income earned for educational and other special purposes by any member of the family. However, existing state statutes in Massachusetts do not permit such deductions. It was recommended, therefore, that concerted efforts be made to achieve the necessary amendments to the state law to permit extension of the discretion of the local housing authority to grant additional deductions for families in special cases of earnings or savings for educational or related needs.

The report stressed that if the 400 acres on Boston's waterfront in which Columbia Point is located is to be considered as a renewal site for future housing and schools, immediate attention should be given to development of new commercial facilities as well as adequate religious and recreational facilities, to improve the living environment of those who presently make up the community.

Finally, it was the consensus that housing projects should not be larger than 500 units and should not be isolated from a surrounding neighborhood.

The report concludes that public housing authorities must lead the way and enlist the cooperation of public agencies, private resources, and concerned citizen groups in developing new ways to provide needed comprehensive services. The problems and the recommendations contained in the report emphasize for the community that the solution is the responsibility of all the public and private agencies in the total community.

The report and recommendations were submitted to the Working Committee on June 25, 1964,and presented in a revised form to the Joint Policy Committee on August 5, 1964. Recommendations for changes and revisions were made, and the report, as revised, was submitted to the Boards of ABCD, UCS, and BHA for their action late in August, 1964.

CHAPTER VII

TRAINING

A. INTRODUCTION

The need to train the staffs manning ABCD-sponsored demonstration programs was visualized early in the planning of these programs. While it was recognized that personnel working in demonstration programs would come to their tasks with a background of theoretical knowledge and practical skills, it was also clear that they would be required to adapt this background to the new ideas and techniques embodied in the demonstrations.

To meet this need, a training program design was developed. Simultaneously, discussions were held with the Youth Development Training Center at the Boston University Law-Medicine Institute, which had received a planning grant from the President's Committee on Juvenile Delinquency and Youth Crime for the development of training in the New England area.

These negotiations led to an agreement between ABCD and the Training Center to cooperate in developing the ABCD training program. From operating funds received by the Training Center through the President's Committee, $20,000 was set aside for use by ABCD for training.

ABCD's training program design consists of two major components: (1) Job Orientation and In-Service Training and (2) Didactic Courses and Seminars.

Job Orientation and In-Service Training

This component deals primarily with skills required to carry out specific tasks within each demonstration program. This training is highly specialized and is closely linked to program implementation. The demonstration programs require that each job task be carried out along pre-designed lines. Such specificity demands training to enable staff to absorb the details of the job tasks as defined by the program. For example, a vocational counselor in a Youth Employment and Training Center not only requires skills in accordance with the program specifics governing the Youth Training and Employment Program. In addition, he must adapt his vocational counseling techniques to the community and youth with whom he is working.

In-service training is an extension of job orientation. It makes it possible for staffs, as a group, to examine their operating experiences on a regular basis. It offers opportunities for personnel from allied demonstration programs to come together and share their experiences. Additionally, it is a weekly forum for synthesizing all other training and learning, thus linking learning and "doing."

In many respects, in-service training overlaps supervision since they are both vehicles through which knowledge is transmitted to the working staff. In-service training also overlaps administration because it incorporates "organization policy" and "philosophy."

Job orientation and in-service training will take place in three phases over a 30-week period, with two hours a week devoted to training, as follows:

Phase 1. Within each demonstration program (e.g., school adjustment counseling) personnel will be oriented to their specific tasks as defined in the program and evaluation design. The instruction will move from task to task (e.g., interviewing, referrals, and recording) and workers will bring related experience to the discussion. Inconsistencies between program requirements and actual experience will be considered; some issues will require handling through individual supervision.

Phase 2. Instruction will deal with the relationships among tasks within the same demonstration program unit and with the relationship of the program to other demonstrations, with occasional use of joint staff meetings. For example, "interpretation of test results" could be considered at a joint session attended by vocational counselors, job placement specialists, and guidance advisors.

Phase 3. Periodically, the instructors will re-evaluate with workers their tasks as called for by the program, in the light of actual experience. Content being offered in the didactic courses will be introduced and examined from the point of view of operating experience. Films will be used from time to time to reinforce learnings, and socio-drama will be used to dramatize and study day-to-day experiences.

Didactic Courses

The second training component consists of didactic or formal courses and seminars. The didactic courses to be offered include:

1. The Culturally Disadvantaged.
2. Vocational Issues Related to the Culturally Disadvantaged.
3. Educational Issues Related to the Culturally Disadvantaged.
4. Legal Issues Related to the Culturally Disadvantaged.
5. Family Life Issues Related to the Culturally Disadvantaged.

It was felt that these five subject areas covered the major issues related to the populations to be dealt with in the demonstration programs. Such courses will present a wide range of theoretical and practical content. Demonstration personnel will be exposed to national as well as local issues related to the subjects. With this fundamental theoretical grounding in understanding the relationship of their demonstration programs to the people and problems with which they are dealing, personnel will be better able to recognize the value and importance of their work.

Seminars

Skills and knowledge that cut across the demonstration programs will be taught through the seminar method. Seminars are being planned in (1) interviewing techniques, (2) diagnosis, (3) inter-agency coordination and use of resources and referral, (4) consultation, (5) testing, and (6) research.

1. Interviewing techniques will include interviewing of older adults, young adults, youth, parents, and children. The interviewing of each of these groups has special ramifications. In addition, one needs to consider the differences in interviewing by the vocational counselor, the lawyer, the multi-service center intake worker, the pre-kindergarten staff (with parents), the pupil adjustment counselor, and others.

2. Diagnosis is a highly sensitive task with the same ramifications which apply to interviewing techniques. For example, the lawyer in the legal services program will be required to assess not only the legal implications in

a client's request but the need for other services as well. Pre-kindergarten personnel will need to assess the ability of parents to assist the child educationally. At the same time they will need to weigh other aspects of the family situation to determine if there are gross interferences with the process of helping the child.

3. Inter-agency coordination and the use of community resources will involve the majority of demonstration personnel. They will need to learn the need for and the means for inter-agency coordination and will also need to know about resources available to them within the demonstration programs and in the community as a whole. Techniques for making referrals will be included.

4. Consultation employs the use of several groups of personnel, e. g., reading consultants with classroom teachers; pupil adjustment counselors with teachers, principals and attendance officers; guidance advisors with classroom teachers and principals.

5. The seminar in testing will include vocational testing, IR testing in the schools, and psychological testing. The need to develop new methods of testing the culturally disadvantaged will be emphasized in training.

6. The research seminar will be designed to explain the evaluation components of the demonstration projects; their necessity and value.

B. PLANS FOR IMPLEMENTATION

Two principles governing the implementation of the design are (1) that the content of all aspects of the training program should be as close as possible to the actual working experiences of the demonstration personnel, and (2) that much of its content should come from those who designed the program and those engaged in carrying it out.

Job Orientation and In-Service Training

With this in mind, implementation has been divided into two stages. The first stage requires that program administrators and supervisors meeting with their staffs formulate their needs for job orientation and in-service training. They are now taking the following steps to pinpoint their needs: Job descriptions and analyses of job tasks for staff under their supervision including the educational preparation and various work experiences of staff personnel carrying out each task and recommendations for desired training under the following headings:

1. New or innovating aspects of the job or unfamiliar aspects.
2. Problems which have been encountered or are anticipated in carrying out these job tasks.
3. Specific methods, materials or forms which are required.
4. Other training suggestions.

This assessment will guide ABCD's training supervisor in developing content and methods for job orientation training. There are four possible ways of conducting job orientation and in-service training:

1. Administrators can conduct job orientation and in-service training in their own units or delegate it to key personnel.
2. The use of ABCD's program monitors and specialists.
3. The use of persons employed for this specific purpose through the ABCD-Boston University joint training program.
4. A combination of one or more of the above.

The decision as to who will handle the in-service training will be worked out in agreement with demonstration program administrators. In addition to personnel providing direct job orientation and in-service training, consultation will be made available to training staff to guarantee the quality and focus of the training.

The Boston University Training Institute has offered to provide a special course designed to teach personnel how to conduct job orientation and in-service training programs.

Didactic Courses

The formal or didactic courses will also be developed in close cooperation with executives and administrators of demonstration programs.

The five general courses will be developed in the following manner.

A training panel will be established for each of the five courses. Personnel at the administrative or supervisory level in the demonstration programs will be invited to join the panel. For example, to develop the course on Vocational Issues Related to the Culturally Disadvantaged, key personnel from all units of the Youth Training and Employment Program will be invited to attend. In addition to this group, selected people with experience in each subject will be invited.

Prior to the first meeting of each training panel an extensive outline will be provided by the ABCD Training Supervisor to each of the panel members to set the general frame of reference for the task ahead. The training panel will meet initially in an all-day session. Hopefully, a national recognized expert in the particular subject will be invited for the first meeting to present a position paper on the subject.

Following this all-day session, the training panel will meet four to six times on a once-a-week basis for two to three-hour sessions to finalize the course content for each of the subjects. Essentially, the training panel will be engaged in working out lesson plans for these subjects. These lesson plans will then be used by instructors to teach the courses to demonstration personnel.

As the courses are being taught, the lesson plans will be firmed-up, leading to the writing of a textbook and course plan for each subject. It is hoped that the people who will be teaching the formal courses will be members of the training panel and participate in the development of the lesson plans.

The lesson plans for each subject will be developed along a continuum, with more general content offered at the beginning, graduating to more specific, specialized content. This will permit dividing the courses for each subject into two or three six-week sessions. Section one of each subject will be offered to larger numbers of demonstration personnel so that, for example, personnel working directly in vocational programs can be exposed to basic courses in legal issues and educational issues. This will heighten interaction and understanding among demonstration personnel. The advance courses, sections two and three, will run for six weeks each and will be offered to personnel directly involved.

An inquiry to Boston University has indicated that if the courses meet minimum standards, it is possible that they could be given as credit for persons working toward a degree. This would make it possible to offer these courses both during the working day and after working hours. While these courses should be offered in a classroom setting, it is felt that the teaching facilities should be located centrally within the general target area where the major demonstration programs are taking place to permit easy access, on the one hand, to demonstration staffs and, on the other hand, to reinforce the learning experience by keeping it close to the work area.

Seminars

The seminars previously discussed will be offered on a six-session basis and on a rotating year-round basis, so that as many demonstration personnel as possible can attend. The seminars, because they are highly specialized in content, will be developed by the Training Supervisor and the personnel who will be teaching the seminars.

C. IMPLEMENTATION SCHEDULE

The components of training described require time commitments both within and outside of the work week.

The job orientation and in-service training will begin immediately in the Fall of 1964. Heads of demonstration programs will be requested to set aside two hours a week for this purpose. It is anticipated that the formal or didactic courses will be ready by January, 1965. Program executives will be requested to release personnel on a stagger-system basis to attend the courses, scheduled during the day and evening. Evening courses will be available to persons who wish to take them on their own time for the credit.

Seminars will be phased in, beginning in mid-October. Program executives will be requested to release personnel during the work week on a staggered basis to attend the seminars.

Seminars and formal courses will be offered at sites close to the location of the demonstration programs, both to retain the closeness to the work settings and to reduce travel and time.

D. OBSERVATIONS

Job orientation and in-service training can lead to a growing interaction among personnel in all demonstration programs. A "traffic management" design will be developed so that in-service training meetings can be meshed to enable demonstration units to meet with each other during the year on an expanding basis.

Exploratory discussions with ABCD staff and staffs of demonstration units have indicated interest in the training being designed and an interest in participating in its development. However, it is recognized that the carrying out of the training design will require substantial commitments of time from demonstration program staffs.

At the outset, the training program will require a period of trial and error, especially in relation to the amounts of time required for each of the components. Close cooperation will be required between program executives and training supervisors in working out refinements.

It should be recognized, however, that working with the culturally disadvantaged means working with people whose needs are more demanding than is true for other kinds of people. Helping to meet these needs drains and depletes energy. A sense of frustration is a common partner among personnel who work with the culturally disadvantaged. Systematized and meaningful training can be a powerful source of strength to such staffs. It has the potential for replenishing energies, reducing frustrations and anxieties, and increasing confidence as it increases working skills.

CHAPTER VIII

COMMUNITY OPERATIONS

A. ROXBURY

1. Introduction

Roxbury and parts of North Dorchester, an area of some 90,000 people, constitute a large community faced with complex and changing problems and needs. In the heart of the area lies Washington Park, an urban renewal project in execution, with new building going on side by side with demolition of substandard housing and with relocation of families creating both difficulties and opportunities. The population of Roxbury as a whole has been changing rapidly in recent years with an increase in Negroes and a decrease in the number and proportion of whites. Deteriorating housing, obsolete community facilities and growing insistence by Negroes on equal opportunities--these characterize a community in flux and ferment.

To cope with its problems and to make the most of opening opportunities, a number of organizations are active in the Roxbury community. Some have been in existence for many years; others have been created more recently, to meet current needs.

Freedom House, a civic center, has been a focal point of community activity in connection with urban renewal. CURAC (Community Urban Renewal Action Committee) is a representative group of citizens working toward housing rehabilitation, the improvement of community services and other aspects of both physical and social development. The Roxbury Community Council, covering a large area, brings together organizations and individuals concerned with the needs and problems of the entire Roxbury community. A Relocation Committee deals with problems of families moved from their homes because of urban renewal. A special committee designed to relate city-wide agencies and interests to social planning in Washington Park and a Clergy Committee to marshall the support of churches on behalf of community development have been active.

The functions and activities of these various groups of necessity overlap in part and complement each other. Meanwhile the various city institutions--police, schools, park and recreation, as well as United Community Services and its constituent private agencies--continue to be active in the area.

Brief reports on ABCD's relationships to these groups are presented in the following pages.

The focus of ABCD in the Roxbury-North Dorchester area from 1961 to 1963 was to encourage the organization of citizens to participate in urban renewal and to develop coordinated social and physical planning for the "new" Roxbury.

From July, 1963, to July, 1964, shifts occurred in this focus. Foremost among these was the phasing out of ABCD staff participation in citizen organization, and the phasing in of visible ABCD-sponsored programs and services, discussed in detail in the sections of this report.

2. Role of Freedom House

For the third consecutive year, ABCD continued its contract for community organization services with Freedom House, a community center described as "a home base for people working together to achieve: in Roxbury, a renewed community; in Boston, greater human understanding and dignity." Freedom House is located in the Washington Park urban renewal project area, a 500-acre section in the heart of Roxbury-North Dorchester.

Freedom House staff continued the organizing and strengthening of the Washington Park Citizens Urban Renewal Action Committee (CURAC). This group was organized as a vehicle through which residents of Washington Park could examine the various aspects of physical and social renewal, raise problems as they saw them, and decide upon necessary action; in short, have a voice in their community's renewal. Membership in CURAC is open to all Washington Park residents, property owners, tenants, and business people.

In addition, delegates from Area Associations organized by Freedom House staff are a part of CURAC membership. Leadership and direction of CURAC's program is lodged in an Executive Committee, which includes officers and chairmen of each active Area Association.

For organization purposes Washington Park is divided into thirteen areas, delineated by the Boston Redevelopment Authority. The areas present different problems in terms of renewal activity--some being faced with a great deal of clearance and nimimal rehabilitation activity; others being characterized by maximum rehabilitation planning and minimum clearance. They differ socio-economically and in neighborhood cohesiveness. Freedom House neighborhood organizers, therefore, face differing problems in working with the residents of the various areas. Basic to any organizing activity, however, is the need for each organizer to know the physical aspects, the plan for renewal, and the demographic characteristics of his area. The organizer attempts through varying techniques to involve individuals in each area in an Area Association. This Association considers matters of importance to residents in Washington Park, but concentrates on matters vital to their own neighborhood. Each Area Association has its own officers and committees, and, in addition, elects delegates to CURAC.

In contrast to the 1962-1963 contract year and the problems which residents then voiced as major concerns, the current year saw less concern with the minute details of physical renewal and increasing concern with such matters as sanitation services, neglect of properties by absentee landlords, parking problems, inadequate police protection, issuances of licenses for taverns, retail liquor stores, poolrooms, schools, and services to be provided by the new public facilities as they became operative.

Since residential rehabilitation in Washington Park has been visualized as the backbone of the renewal plan, it became an increasing responsibility of Freedom House, through its BRA and ABCD contracts, to provide the residents with rehabilitation information and to provide the hope and spark which could make rehabilitation of a block, a neighborhood or an area an exciting focal point around which people could work together.

In their evaluation of program and results of the period from August through December, 1963, the Directors of Freedom House pointed out the many frustrations of "trying to spark any really dynamic program of community action or even of community planning" in Washington Park. They pointed to such causative factors as the civil rights atmosphere of that period--"demonstrations, the School Committee--NAACP impasse, the School Committee election results." They characterized the community by stating that Washington Park residents were restless, tired, and wanting "immediate action on long-standing ills and they want it as their right, not as something they themselves have to work to achieve." Another problem that Freedom House faced in its work in the community was the necessity of interpreting to a sometimes hostile community the "bugs" of physical renewal--technical problems of acquiring and preparing sites and starting construction. The recruitment, training and retention of qualified neighborhood organizers was also difficult.

By May, 1964, Freedom House reported to the ABCD's District Operations Committee that it saw as its major accomplishments in the 1963-1964 contract year:

"1. Organization of eleven of the thirteen sub-areas of Washington Park with election of officers and delegates to CURAC, categorizing of physical and social problems in each as residents perceived them, stimulation of interest in attacking problems on a planned basis.

"2. Organization and servicing of an association of large apartment house owners in Washington Park. This is the first time in the history of the community that absentee landlords have given evidence of this kind of concern about their tenants, problems of management, maintenance, and financing, and recognized their stake in the successful renewal of the area.

"3. Development of a broader base for inclusion in CURAC by bringing about the addition of the 11 Area Chairmen to the Executive Committee of CURAC.

"4. Provision of the kind of guidance and direction which have resulted in the formation of committees on policy-community relations, community housekeeping, and large apartment buildings at both the CURAC overall level and the individual area association level. The Police-Community Relations Committee has already begun to function with the willing participation and co-operation of the Captain of Division 9. Community housekeeping will be ready to go with an intensive clean-up effort as soon as details can be worked out with the city departments. The Large Apartment Buildings (LAB) association is approaching problems from the standpoints of tenants and of neighboring owner-occupants.

"5. Planning and participating in special group meetings such as owners and tenants in acquisition areas, real estate brokers, business groups, Marksdale and Charlame, etc., to ensure open communication between them and the BRA.

"6. Responding to innumerable requests for information, assistance, referrals from all kinds of Washington Park people--relocatees, property owners, people with social, financial, domestic difficulties.

"7. Assistance in the reactivation of the Grove Hall Board of Trade--renewed interest among merchants and business people in tackling the Grove Hall situation.[1]

"8. Co-operation and sponsorship in the development of a summer work camp project in the Demonstration Rehabilitation Area of Dale, Catawba, and Laurel Streets. Intensive community organization in this area producing real results in rehabilitation.

"9. The social inventory aspect of FH-ABCD contract fulfilled by participation in and completion of the social inventory needed by ABCD."

ABCD, the BRA and Freedom House have regarded themselves as partners in the physical and social renewal of the Washington Park community. As the urban renewal plan for that area moved into its second year of execution, it became obvious that a clear channel of communication was needed among these three agencies. Beginning in the Fall of 1963, staff from these organizations have met in monthly conferences to keep abreast of developments in each agency and to provide a forum for discussion and resolution of mutual problems.

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[1] Grove Hall is a major shopping area in the Roxbury district in which overt anti-social behavior by youth has been viewed with increasing alarm.

By Spring, 1964, it was recognized that the function of the joint staff conferences should be more clearly defined and that regularity of sessions was vitally important. The functions were spelled out as follows:

1. To decide on priorities relative to the total renewal and rehabilitation of Washington Park,
2. To assign responsibilities among the three agencies,
3. To report on and assess progress made on agreed-upon terms, and
4. To introduce and decide upon new aspects for attention.

Every attempt was made during the Spring and Summer of 1964 to have those staff persons from each agency who were intimately involved in the particular item under consideration present at the joint staff workshops and sessions were changed to an every two weeks schedule.

The joint conferences provided a sounding board, stimulus and method of joint priority setting on the multitude of inter-related physical and social problems which are an integral part of urban renewal.

The agenda for the conferences provide a quick review of the kind of items worked through. Some typical items follow:

1. How to effectuate a continuing cycle of regeneration in Washington Park from existing physical facilities, to new service programs, to new physical facilities, to added service programs;
2. How to complete programming for the Humboldt-Harrishof school;
3. How to develop clear, concise and accurately timed service programs for the physical facilities that are being built at an increasing pace;
4. How to program for the Walnut Park tot-lot;
5. How to emphasize property rehabilitation effectively;
6. How to program for the removal of abandoned cars, and
7. How to program for the use of youth work crews and citizens in clean-up and rehabilitation.

3. Role of the Roxbury Community Council

As early as 1961 the Roxbury-North Dorchester area staff of ABCD had anticipated that the Roxbury Community Council would assume a significant role in the coordination of area planning and development. Until the Fall of 1962, however, the Council's activities were severly limited by the lack of full-time professional staff. By early 1963 the Council was beginning to reassert itself in the community and rivalries and frictions which had abated somewhat during the 15 months of Council inactivity were reappearing.

One of the factors which fostered friction was the lack of clarity and specificity as to the purpose and function of the Council. Since its founding, the Council's program had tended to reflect the particular executive's interests and capabilities. Generally speaking, community councils in urban areas have an accepted scope of service. They are usually expected to serve as an arena in which lay and professional people (individually and/or as delegated representatives of organizations) come together to examine and act on community issues basic to the health and welfare of their community. In some urban areas, the community council is the local arm of the city-wide health and welfare planning agency, is almost totally financed by it, and has clear-cut administrative lines to it. In other urban areas, the Council has only a loose affiliation to the central planning and coordinating body.

In the Metropolitan Boston area no single, clearly defined pattern for community or district councils has yet emerged. In some instances, United Community Services has assigned staff to a council and provided direct and close guidance to the Council. In others, the Council has been a member agency of the United Community Services, free to use the central services of UCS but with no clear responsibility or administrative line to the central body. The Roxbury Community Council falls in this latter category.

On the premise that there is an important coordinating role for the Roxbury Community Council to fulfill in the social planning, ABCD entered into preliminary conferences with the Council's Board, its executive and UCS in the Spring of 1963. The Council was interested in strengthening its program through the addition of one staff person and requested ABCD to finance this. At this time the executive resigned for personal reasons. During this same period, UCS proposed hiring a staff member and assigning him to the Council. The RCC Board felt that this arrangement would affect its ability to act independently, which was particularly important to them at a time when the Roxbury community was in the throes of the civil rights struggle in which maturity and the freedom to act independently were ideas which dominated many aspects of negotiation and planning.

Knowing of these discussions and feeling that such an arrangement between UCS and the Council would give Roxbury residents a greater opportunity to sit on various policy-making groups within the city-wide system of health and welfare services, ABCD proceeded with preliminary negotiations. In November, 1963, the Executive Committee accepted the recommendation of its District Operations Committee that ABCD enter into a contract with UCS to finance, over a three-year period and on a decreasing basis, the employment of a second full-time professional staff member for the Roxbury Community Council.

It was the specific intention of the ABCD Board not to implement such a contract until the new Executive Director for the Council was selected. In April, 1964, the Council selected its new Executive Director. Concurrently UCS established a committee to study, review and make recommendations on the status and relationships of Community Councils to UCS, with special focus on the Roxbury Community Council. In view of this, UCS and ABCD agreed that ABCD would enter into a contract for one year only and directly with the Roxbury Community Council. Under this contract, the staff person employed will:

1. Assist in developing and analyzing data on community needs and resources.

2. Assist in integrating the interests and activities of neighborhood associations and other types of community groups working for improved education, health and social welfare services in Roxbury.

3. Assist in identifying special issues which can most appropriately be responded to by the Council.

4. Help in planning and administering Council-sponsored activities.

5. Interpret accurately the services and programs of community agencies, giving special emphasis to the role of ABCD in promoting, demonstrating, and encouraging adequate community service programs.

6. Assist in establishing and maintaining relationships with officials of public and private organizations to interpret the needs of Roxbury residents.

7. Work with Council committees, ABCD, UCS, and other planning agencies on matters relating to program development.

4. Advisory Committee to the Development Administrator on Social Planning in Washington Park

This committee of 13, representing various public and private, city, state, and regional community agencies, was appointed by the Mayor and convened on March 22, 1963, by the Administrator of the Boston Redevelopment Authority as a group who could "provide BRA with realistic guidance on the social planning side of renewal." It was foreseen from the outset that both BRA and ABCD would work closely with this group to provide for continuous consideration of the meshing of social and physical planning. ABCD provided staff service to the Committee.

The Committee first determined that its work should include attention to both short and long range needs of the Washington Park urban renewal project area.

Washington Park Friendship Athletic League

The first project of the Committee was a summer athletic program, which it launched in July 1963, under the name "Washington Park Friendship Athletic League." Sponsored by the Boston Police Department and financed by two local foundations, this program was designed to provide a closer relationship between the police and youth in the community through the use of "big name" athletes who would operate basketball and softball clinics. Youngsters were to be registered through the Police Department. BRA was interested in establishing the program in order to make use of vacant land (clearance sites) as temporary recreation facilities which would benefit the community and serve as a preventive to vandalism and other anti-social behavior.

Meetings were held during the Summer of 1963 with representatives of the settlement houses in the Roxbury area and the Police Commissioner and his staff to evaluate the effectiveness of this program. Their recommendations led to a series of conferences during the subsequent Winter and Spring involving personnel of the settlement houses, United Community Services, the Police Department, the Parks and Recreation Department, the School Department and ABCD. From these conferences came pressure for the Parks and Recreation Department to assume responsibility for this and other programs. The Summer 1964 program of the Friendship Athletic League therefore became a coordinated effort, with the Parks and Recreation Department opening and staffing several playgrounds, the settlement houses cooperating in setting up rotating "clinics," and the director of the program reporting to the Parks and Recreation Department.

Sub-Committee on Long-Range Social Planning

A sub-committee on long-range social planning of the Committee requested information from ABCD staff on the kinds of planning for Roxbury which had been done by other groups, in order to assist them in the development of recommendations for a proposed civic center and health center. The Committee sent a letter to the Development Administrator urging that the Health Commissioner of the City of Boston proceed as soon as possible with a survey of present health services in Roxbury so that planning for the project health center at Townsend Street in Washington Park could get underway.

To assist the sub-committee on long-range planning all members were given copies of background materials prepared by ABCD, agencies working in the area, and others.

At this point the Committee chairman was discussing his ideas for a demonstration program to provide counsel for indigent defendants in the Roxbury District Court and was holding conferences with the Boston University Law School and ABCD personnel developing the Unified Legal Service Program.

There was Committee agreement that, as a group concerned with broader areas of planning, they were in a position to make recommendations only.

In the Fall of 1963 the Committee urged establishment of a special commission to plan the Roxbury Civic Center. A BRA staff member was assigned to initiate preliminary discussion with health and welfare agencies on present and future program plans to determine space requirements in the proposed Center. During this period the Committee was briefed on ABCD's programs and plans, and HEW staff reviewed Federal Health, Welfare and Education planning opportunities through various project and demonstration grants to cities and states.

The ABCD consultant is completing his assignment, which will include a plan for a new court and court-related services and will have a full report ready for presentation at a September meeting of the Committee.

5. Relocation Committee

This Committee was formed in February, 1962, at the request of the BRA Washington Park relocation staff to (1) serve as an inter-agency case conference advisory group, (2) to facilitate referrals of families prior to and during the relocation process, (3) to document the need for health and welfare services, and (4) to make recommendations for their establishment. By July, 1963, the Relocation Committee was aware of many problems, but was unable to produce community action toward their solution.

The caseworker who had been assigned by the City Missionary Society to gather detailed information on cases which the BRA workers were referring to the Relocation Committee, had submitted a report which led to three conclusions: (1) for some families the problems which needed solution were the direct result of the relocation process itself, e. g., housing and furniture needs; (2) for other families, relocation was bringing to light economic difficulties, school problems, and health problems, and seemed to have triggered other problems in family relationships; (3) with a third group of families relocation may or may not cause particular problems, but the workers observed various family problems which might affect the family's ability to adjust in a new environment.

In discussions of these factors, the BRA staff and the Committee were not able to find solutions. Attempts were made to find referral channels, to find ways to help prepare the families for referrals, to solve the problem of families who were known to many agencies but tied to none, and to prepare documentary evidence of the need for a special kind of service not presently available through the usual agency channels.

The committee appointed a sub-committee to work on a comprehensive solution to these problems. Two recommendations were made: (1) to obtain the active participation of the UCS City-Wide Relocation Committee to secure agency commitments on referrals; (2) to develop the concept of a new agency (the Multi-Service Center) to make possible the social rehabilitation as well as the physical relocation of families at the time and place where opportunities to meet both objectives were present.

In October, 1963, the BRA published its annual report on relocation in Washington Park. This report incorporated information about families purchasing new or existing homes, those placed in public housing, those moved to rental properties both in and outside of Roxbury, and information on kinds of financing made available in purchase of homes, housing resources and ways of using such resources. In addition, the report gave a historical summary of the work of the Relocation Committee and listed the 20 agencies represented. It analyzed referrals to community resources and defined the role of certain agencies, such as the Boston Welfare Department, Visiting Nurse Association, City Missionary Society, and Family Service Association of Greater Boston.

ABCD staff had assisted in making some of these resources available to the BRA, had arranged for assignment of liaison staff from the Welfare Department and the Visiting Nurse Association and had provided staff service to the Relocation Committee on a continuing basis for over 18 months. This culminated in the first cooperative draft for establishment of the Multi-Service Center.

During the Fall and Winter of 1963-64, the Committee continued to meet, discussing the problems of referral in specific cases presented by the BRA relocation staff. ABCD staff recommended that groups of agencies represented on the Committee become part of a regular BRA operational process to review cases as necessary.

Some of the problems reported by the BRA relocation staff re-emphasized the need for special programs to deal with the housekeeping and home management problems of the families being relocated. As a result, the Red Cross initiated discussions with ABCD staff and staff members of other agencies looking toward use of volunteers for an in-the-home program. This would be patterned after the Red Cross programs, such as Mother and Baby Care, Home Nursing, and Nutrition programs and would use indigenous volunteers in a program restricted to health-related services. ABCD staff participated with the initial group involved in setting up this program, providing consultation on the training and supervision of the volunteers.

Simultaneously, the Boston City Missionary Society started a volunteer program of family visiting on referral by the BRA relocation staff which included some individual family casework.

In the late Spring of 1964, ABCD closed the Roxbury-North Dorchester District Office and reassigned its staff. Thereafter, the active role of ABCD with the Relocation Committee terminated.

6. Clergy Committee

In March, 1962, with the assistance of the Urban Renewal Committee of the Boston Council of Churches, ABCD organized the clergymen of the Roxbury-North Dorchester GNRP in order to:

1. Serve as a Clergy Committee on Renewal to discuss social issues involved in renewal planning.
2. Serve as a mobilizing force for the planning and implementation of the renewal program.
3. Give accurate information to residents of the community regarding some of the specifics of renewal.

4. Help interpret the community's needs and goals to ABCD and the BRA.

This committee has continued to meet on a monthly basis, and it represents the only group of clergymen in Boston composed of all faiths and coming from established and "mission" churches who regularly discuss the problems of the community.

Between July, 1963, and July, 1964, the following were discussed and acted upon:

1. On-site burning of demolition debris. This method was finally chosen because the only dump that could adequately handle the large volume of demolition refuse had been closed. The ministers accepted this solution because they wanted to get on with the building program and the abandoned structures were becoming a serious fire hazard. The BRA-controlled burning program did not produce any negative results.

2. Clean-up campaign. Since filthy streets, sidewalks, alleys, and abandoned cars continued to be a serious problem in Roxbury, the chairman of the Clergy Committee requested group action to carry out a clean-up campaign and to secure better services from the City. ABCD, the BRA and Freedom House are coordinating a comprehensive clean-up campaign with the assistance of the Clergy Committee and the cooperation of the Department of Public Works of the City of Boston, starting in October, 1964.

3. Education. The Clergy Committee in September, 1963, discussed the situation in the Boston Public Schools with respect to alleged de facto segregation. In their review of the drive led by the NAACP to secure high-grade, integrated, educational experience for all children, the clergymen considered the continued attempts to discuss the problem with the School Committee - the demonstrations, the freedom schools, and the school sit-ins. They stressed the importance of the interest, moral support, and active participation of all clergymen in this matter.

4. Housing for large families. The BRA staff advised the Clergy Committee that finding housing for people needing four and five bedrooms was very difficult. It was proposed that the BRA discuss with the Boston Housing Authority the possibilities of rehabilitating certain existing structures so that a new kind of public housing could be available for large families with low incomes and subsidizing ten per cent of all new housing in the area for public housing purposes. These actions could create a new supply of housing, cut down the number of housing units which must be built, and provide a scattering of problem housing units. This proposal was drafted into a resolution and forwarded to the BRA and the Boston Housing Authority. The rehabilitation of existing structures is still in the planning stage with the Boston Housing Authority.

5. Formalizing the Clergy Committee. During the early months of 1964, a constitution was adopted.

During the year, other important subjects were discussed, such as:

1. Youth Training and Employment Program.
2. The possible reduction of liquor establishments in the area.
3. The cooperation of the clergymen with ABCD's survey of church programs for youth.
4. Traffic problems.
5. Supreme Markets' proposed scholarship program.
6. Assigning members as liaison channels to:
    - a. BRA.
    - b. CURAC.
    - d. Youth Training and Employment Program.
    - e. United Prison Association.
    - f. Big Brother Association.
    - g. Boston Council of Churches.

B. CHARLESTOWN

Because Charlestown is an important segment of the Boston Youth Opportunities Project target area, and because it is a high-priority urban renewal area, a staff worker has been assigned to the area by ABCD since 1961. Since the establishment of the Federation of Charlestown Organizations, this staff worker, and a second subsequently assigned, have provided staff assistance to the Federation.

Home Improvements

The Renewal Coordinating Committee of the Federation, in cooperation with the Boston Redevelopment Authority, launched Charlestown's first FHA pilot project for home improvement. After six months of planning, the BRA opened a Home Improvement Center and began to offer technical assistance to home owners requesting advice on home improvement. A number of homes are now undergoing rehabilitation. In addition, capital investments in the district, such as street repaving, new sidewalks, new street lights, and demolition of unsafe structures, have brought about many major physical improvements in the district.

Community College

The Education Committee of the Federation and the total membership of the Federation played major roles in the decision of the Massachusetts Board of Regional Community Colleges to locate a new $20,000,000 community college in Charlestown. The Education Committee felt that the campus should be located near accessible public transportation and expressways, that a Charlestown location would be economically sound for both the taxpayers and the City of Boston, and that this would retain the residential character of the district by rezoning fifty acres of land originally slated for industrial development. The Committee also felt it would provide low-cost educational opportunities for the residents of Charlestown.

The Federation secured the support of Mayor John F. Collins, and a petition campaign was inaugurated in which over 4,000 signatures were secured in less than three weeks.

The Boston Redevelopment Authority voted to approve the college project. Only Federal action is now required to make it final.

Urban Renewal

The major goal of the Federation has been the final approval of the General Neighborhood Renewal Plan (GNRP) for Charlestown. In the public hearing on early land acquisition, considerable opposition was voiced. Since then, public information provided by the Federation has brought about widespread support for the GNRP program.

The BRA, at the request of the Federation, filed a loan and grant application for the Charlestown plan, and Federal action is expected shortly.

To develop support for the GNRP plan, the Federation has undertaken a door-to-door petition campaign. The drive at this writing has secured over 5,000 signatures from an adult voting population of 8,812.

The final step is to hold public hearings on the total plan for Charlestown. With this process completed, the long-awaited plan for urban renewal will go into execution.

Family Health Fair

To call attention to the need for better family health, to stimulate an awareness of the number of health services offered by public and private agencies, and to develop community support for better public health, the Health Committee of the Charlestown Federation sponsored a three-day Charlestown Family Health Fair in cooperation with the Boston Health Department, the Boston School Department, the Catholic Schools of Charlestown, and ABCD.

The Health Fair, which was open from 10:00 A. M. until 10:00 P. M., was attended by more than 5,000 people, and provided free polio vaccine, inoculations, respiratory tests, movies, lectures, health demonstrations, and colorful exhibits on all aspects of family health. The health fair was planned and executed by the 150-man Health Committee with the staff assistance of ABCD.

Mayor John F. Collins encouraged Boston's first community Health Fair by declaring Charlestown Health Week and by opening the fair at ceremonies involving religious, civic, state, and local dignitaries.

The following agencies provided exhibits, staff, and literature:

Boston Health Department
American Cancer Society
Diabetes Society of Greater Boston
Boston Guild for the Hard of Hearing
Massachusetts Department of Public Health
Boston Tuberculosis Association
Rescue, Inc.
Boston Committee on Alcoholism
Boy's Clubs of Boston
Mass. Heart Association of Greater Boston
John Hancock Life Insurance Co.
Industrial Hygiene--U. S. Navy
Vision
Visiting Nurses Association

C. SOUTH END

The South End Community Development Task Force was organized in May, 1964, because of the common interest of the Boston Redevelopment Authority, ABCD, United South End Settlements and the South End Urban Renewal Committee in making the South End urban renewal program a distinct gain in human as well as physical terms. There was concern that achieving this would be difficult because, in comparison with the rest of Boston, the South End had the lowest average family income, with 50 per cent earning less than the poverty level of $3,000 per year; the lowest educational level, with 52 per cent lacking any high school education; the highest ratio of population over 65; the regional locus of Skid Row; and the highest private expenditure for social services in the metropolitan area, $5.05 per capita.

The Task Force consisted of the Executive Director and Director of Program Development of ABCD, the Project Director and Housing Relocation Planner of the BRA's South End urban renewal project staff, the Executive Director of the United South End Settlements, and two representatives of the South End Urban Renewal Committee.

In June, 1964, the three agencies assigned staff on a full time or part time basis for work on this experiment in community development planning and coordination. BRA assigned one staff person full time and one part time to this group; the United South End Settlements, two staff members part time; while ABCD employed the coordinator and one student temporarily for the Summer.

The immediate objectives of the Task Force were two-fold. One was to develop a community development plan with social and economic development components which would complement the redevelopment agency's physical plan for the neighborhood. The other was to demonstrate the effectiveness of a joint effort in social and physical planning in a two-block pilot demonstration area of the South End that had been undergoing a voluntary rehabilitation demonstration program for the previous two years, but with very little success.

The Task Force staff was first asked to evaluate the pilot area demonstration program. The pilot area, consisting of two city blocks, was chosen because the area was centrally located, so that the success of the demonstration would have maximum community impact. Other reasons for the choice were the relatively high standard of property maintenance, the high percentage of resident home ownership and the existence of large backyards and quaint alleys which seemed to promise pioneering design opportunities. The BRA also believed that the two-block area presented a good sample of the variety of housing types to be found in the South End. The BRA had originally enlisted the support of ABCD and the United South End Settlements in "interpreting the program to both tenants and owners to gain their active participation." USES had hired a community organization worker and ABCD financed his salary under a contract with USES. A site office had been opened by the BRA.

Unfortunately, the implications of the program had not been fully explored. It turned out that 65 per cent of the structures were lodging houses and thus ineligible for FHA mortgage loans unless an extremely expensive[2] change-over to apartments was made, with no assurance that efficiency apartments in the South End were worth the expense.

It was discovered that more than 30 per cent of the resident owners were over 65 years of age, most of them being elderly women and dependent on this source of income. The incentive for rehabilitation could not be justified on economic grounds. The case for sizable rehabilitation investment was also weak on the grounds of housing code violations since less than five per cent of the structures had been found deficient in this respect.

Many South End resident owners could not qualify for up-grading of their housing for prestige reasons under existing FHA rules. Many did not feel willing to do this unless some way could be found to do it without pricing themselves out of their natural low-income housing market, and without shifting many of them abruptly and expensively from one housing submarket (lodging house) to another (efficiency apartments). Had the proposed program been successful, the predominantly low-income tenants in the pilot block would have been displaced for the most part, either through a change in the character of occupancy (lodging to apartment) or through a steep rise in housing cost.

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[2] The first FHA approved conversion from rooming house to efficiency apartment was estimated at $14,000. The owner thereupon sold her house and moved.

Experience to date in the pilot area suggests: (a) that in addition to the practical difficulty of getting bank and FHA approval of mortgages in renewal areas, there is the additional major and yet unsolved one in the South End, of finding mortgage funds for lodging houses, which comprise 30 per cent of the structures in the area, (b) that prestige housing goals need to be separated from the goal of making satisfactory housing available to economically deprived populations, (c) that social and economic analysis and programming should certainly precede consideration of areas for physical treatment.

To make the pilot area demonstration successful, a whole new plan of operation was formulated. The BRA was to be responsible for the demonstration rehabilitation of two tax-foreclosed properties and the assignment of a liaison officer to deal with city departments. ABCD was to assign two additional staff persons to work with the ABCD staff coordinator of the Task Force. To carry out the demonstration social and economic development program being formulated by the Task Force, the United South End Settlements agreed to assign three staff persons part time to work intensively with families, youth and the elderly in the pilot area and to furnish the needed community organization services.

Because of the widespread feeling on the part of residents that past neighborhood improvement demonstration programs failed to include follow-through on public improvements and changes in levels of city services, the Task Force decided to formulate the comprehensive demonstration program as a single package, with a timetable to be triggered after definite commitments by the City Administration on improvements and services. This was achieved shortly after the middle of July. Responsible city officials have committed themselves to $74,000 worth of municipal improvements involving street resurfacing, sidewalk improvements, tree planting, street lighting, grading and paving of two private alleys. A revised schedule for garbage pick-up has already been put into effect. A community development plan for the larger South End is being developed. When the Federal anti-poverty bill was passed, the South End was already a long way toward a Community Action Plan which could be used as a prototype in planning anti-poverty programs for other Boston neighborhoods.

CHAPTER IX

PLANNING AN ANTI-POVERTY PROGRAM FOR BOSTON

It was not surprising that ABCD was involved early and deeply in efforts to develop a nation-wide anti-poverty program. ABCD's unique organizational mechanism for planning and carrying out a community development program, the procedures used in Boston to secure the participation of people and agencies in the planning and implementation process, and the substantive thrust of the Boston Youth Opportunities Project and related programs, put ABCD in a select group of cities which were looked upon as useful prototypes for successful community action.

ABCD staff were called upon to provide advice and guidance to task forces established in Washington to develop the anti-poverty program and legislation. ABCD's Executive Director and Associate Executive Director in charge of program development made formal presentations describing the ABCD experiment to meetings of representatives of the nation's cities at several Washington meetings. ABCD made the following staff members available as consultants to several task forces working on anti-poverty: Associate Executive Director (task force on program development in public welfare), Education Supervisor (consultant to several cities on educational aspects of community action program), and Testing Specialist (task force on Job Corps). The Executive Director also participated in several special planning sessions on the Work-Training (Neighborhood Youth Corps) segments of the anti-poverty program. Several ABCD directors joined staff members in a two-day anti-poverty conference in April, 1964, convened by The Ford Foundation. At this conference the Executive Director acted as chairman for the discussion of youth employment and training.

Late in April a staff proposal was submitted to ABCD's Executive Committee for planning, over a six-month period, a coordinated and comprehensive anti-poverty program for Boston. The proposal contained several planning guide-lines:

1. Expansion of demonstration programs in operation or to be launched would be done selectively and carefully in order to avoid disruption and contamination of the program and evaluation designs of the demonstrations.

2. Planning would be handled through a new staff unit in order to avoid diversion of the present staff from their responsibilities.

3. Current demonstration programs could be selectively expanded in ABCD's major target areas of Charlestown, Roxbury-North Dorchester and the South End.

4. Present demonstration programs could also be selectively extended into other sections of the city, such as East Boston, South Boston, North End, and Jamaica Plain.

5. The anti-poverty program could cover problems beyond the present scope of ABCD's demonstrations.

ABCD's Board of Directors approved this planning proposal late in June. Then began a series of discussions with The Ford Foundation and with the Mayor on sharing the financing of this special planning program and on setting up machinery to assure effective coordination between the Mayor's office, city departments, the Boston Redevelopment Authority, the School Department, and ABCD on anti-poverty planning and implementation. These discussions ended with an agreement satisfactory to the major parties and approved by The Ford Foundation. The Ford Foundation approved ABCD's formal request for the use of $50,000 in available Foundation funds (from planning grant) to finance about half the budget for planning the anti-poverty program. The remainder of the budget would be financed through the assignment of City, School, and BRA staff persons to the anti-poverty planning unit (estimated at $41,500) and from ABCD's unrestricted grant from the Permanent Charity Fund (estimated at $10,500).

Under the agreed upon planning arrangement, there would be a coordinating office with coordinator appointed by the Mayor and responsible directly to him and a deputy coordinator (also BRA liaison officer to ABCD) appointed by the Development Administrator with approval of the Mayor. The persons appointed to these two positions will remain on their public payrolls, ABCD will supplement their regular salaries, and they will be housed in ABCD offices, along with a secretary to be paid from ABCD funds. The additional staff persons assigned by the BRA will remain responsible to the Development Administrator while the staff assigned by the School Department will remain responsible to the Superintendent of Schools.

Staff appointed by ABCD to the anti-poverty planning unit will be under the direction of a supervisor.

APPENDIXES

APPENDIX A

ACTION FOR BOSTON COMMUNITY DEVELOPMENT, INC.
BOARD OF DIRECTORS

Charles I. Schottland, President, Dean, Florence Heller Graduate School for Advanced Studies in Social Welfare, Brandeis University.

Rt. Rev. Msgr. Francis J. Lally, Vice-President, Chairman, Boston Redevelopment Authority; Editor, The Pilot.

Sidney R. Rabb, Vice-President, Chairman of the Board, Stop & Shop, Inc.

Mark C. Wheeler, Vice-President, Senior Vice-President, New England Merchants National Bank.

John S. Howe, Treasurer, President, Provident Institution for Savings.

F. Douglas Cochrane, Esq., Clerk, Ropes & Gray, Esqs.

Mrs. Erna Ballantine,
Dorchester

John J. Broderick, President,
Building & Construction Trades
Council of Metropolitan Boston

William F. Burke,
Dorchester

Victor C. Bynoe, Esq., Member,
Boston Housing Authority

Dr. John D. Coughlan, Chairman,
Massachusetts Youth Service
Board

Rev. Walter C. Davis,
Charles Street AME Church,
Roxbury

Dr. Harold C. Case, President,
Boston University

Mrs. Melnea A. Cass, Director,
NAACP; Overseer of Public Welfare,
City of Boston; Roxbury

Paul J. Cifrino, President,
Supreme Markets

Mayor John F. Collins,
Boston

Thomas C. Healey, Secretary,
Teamsters Joint Council #10,
International Brotherhood of
Teamsters of America

Dr. Asa S. Knowles, President,
Northeastern University

Rev. Charles F. Donovan, S. J.,Dean, Boston College School of Education

Harry J. Elam, Esq., Roxbury

George Farrah Boston Traffic Commission, South End

Dr. Alfred L. Frechette, Commissioner, Massachusetts Department of Public Health

Robert H. Gardiner, Fiduciary Trust Company

Arthur J. Gartland, Member, Boston School Committee

Carl J. Gilbert, Chairman of the Board, The Gillette Company

Dr. Robert H. Hamlin, Harvard University, School of Public Health

Valentine P. Murphy, President, Greater Boston, Massachusetts Labor Council, AFL-CIO

William H. Ohrenberger, Superintendent, Boston School Department

Robert F. Ott, Commissioner of Public Welfare, Commonwealth of Massachusetts

Thomas A. Pappas, President, C. Pappas Company, Inc.

Henry A. Scagnoli, Director of Administrative Services, City of Boston

Harold Krensky, President, Wm. Filene's Sons Company

William F. Lally, Director, Overseers of the Public Welfare, City of Boston

Rev. Samuel L. Laviscount, Pastor Emeritus, St. Mark Congregational Church, Roxbury

Edward J. Logue, Development Administrator, Boston Redevelopment Authority

Rt. Rev. Msgr. Albert W. Low, Superintendent of Schools, Archdiocese of Boston, Department of Education

John P. McMorrow, Director of Administrative Management, Boston Redevelopment Authority

Mrs. Thresa J. Morse, Mayor's Committee on Housing for Elderly

Rev. James J. Scally, Cathedral of the Holy Cross

Theodore R. Sizer, Dean, Harvard Graduate School of Education

Dr. Harry C. Solomon, Commissioner, Massachusetts Department of Mental Health

James A. Travers, Director, Youth Activities Bureau, City of Boston

Joseph F. Turley, Special Advisor for Public Affairs, The Gillette Company

Joseph S. Slavet, Executive Director

APPENDIX B

STATEMENT TO PRESS CLARIFYING ABCD SCHOOL PROGRAMS

Many references have been made in recent public discussions to the programs developed and financed jointly by Action for Boston Community Development, Inc., and the Boston School Department.

Currently there are three ABCD-financed programs in operation in ten Boston Public Schools. These are demonstration programs in reading, guidance, and school adjustment counseling. Two of four planned pre-kindergarten classes will get underway in the next few weeks. Some 2, 100 out of the total enrollment of 5, 182 students in six school districts will be directly served during the current academic year by these programs. The school districts involved, located in Charlestown, the South End and Roxbury, are:

> The Henry L. Higginson District, the Rice Franklin District, the Julia Ward Howe District and three junior high schools, the Patrick T. Campbell, the Clarence R. Edwards and the Lewis.

Additional programs, to be implemented in the Fall of 1964, are now being planned jointly by ABCD and the School Department.

All of these are pilot, experimental programs designed to test new methods for meeting the educational needs of culturally disadvantaged children, regardless of race, creed, or color.

They do not purport to teach all of the culturally disadvantaged children in Boston, nor even to meet all of the needs of such children. An evaluation of the programs will be made at the end of a three-year demonstration period which will determine whether they should be continued or can profitably be expanded, in whole or in part.

Other programs are being undertaken by the Boston School Department, such as Operation Counterpoise in the Higginson School District, which should not be confused with the programs which ABCD is financing and evaluating.

The sole purpose of the ABCD school demonstration programs is to strengthen educational opportunities for disadvantaged children.

APPENDIX C

STATEMENT OF ABCD GOALS

Action for Boston Community Development, Inc. was formed out of the determination of Mayor John F. Collins, his Development Administrator and a group of citizens to find more effective ways of meeting human needs and problems in Boston. It was their conviction in 1961 that a concerted effort to strengthen and improve employment, education, health, housing, family life and recreation must accompany and reinforce the city's urban renewal program.

After two years of operating experience, ABCD re-affirms those purposes and seeks to achieve them in the following ways:

1. By developing, in concert with other agencies, new community service programs, with emphasis on the needs of Boston's disadvantaged people especially in areas where urban renewal is providing new opportunities.
2. By reviewing existing services and pressing for a redirection of resources into more effective patterns and instruments for resolving social problems.
3. By improving the coordination of services among Federal, State and municipal agencies and between public and private organizations.
4. By testing and evaluating new methods for reducing social problems.
5. By informing and educating the public in areas related to ABCD's programs and objectives.

ABCD has evolved a set of principles, summarized below, to carry out its basic purposes.

ABCD's programs are planned jointly with other agencies and, wherever possible, administered by existing organizations. When this is not possible or feasible, ABCD stimulates formation of a new organization. ABCD administers or coordinates a new program only when existing agencies cannot assume this responsibility.

ABCD seeks to expand services where evidence indicates they are inadequate, if the effectiveness of such services has already been firmly established or if there is a consensus that the service is desirable as an end in itself, as with recreation. In both cases, ABCD engaged in research into needs and the present distribution of services.

ABCD sponsors demonstrations in order to find ways to solve problems for which no clearly effective solutions are known. During an experimental project, ABCD exercises its responsibility to monitor, observe, consult and evaluate.

ABCD combines financing it obtains from governmental and private sources with funds from Boston agencies to support new programs. Since ABCD cannot assume long term financial responsibility for a program, it requires, whenever possible, the financial participation of the agency administering the demonstration. The administering agency is expected to increase its share of the financing during the demonstration, so that it will have assumed the major funding responsibility by the end of the demonstration periods.

ABCD cooperates with the City of Boston, the Boston Redevelopment Authority, United Community Services of Metropolitan Boston, the Boston Housing Authority, and other agencies providing community services. Although ABCD is organized as a separate corporation, it seeks to achieve its objectives in collaboration with these and other agencies.

ABCD consults with people and organizations at the neighborhood level in its planning. However, ABCD does not consider neighborhood organization its direct responsibility, but will assist other agencies, such as community councils and settlement houses, to carry out this function in a manner consistent with urban renewal and other municipal programs.

ABCD is keenly aware that the disadvantaged segment of the population includes many Negroes and other minority groups, though these groups do not by any means constitute the entire disadvantaged part of the community. While ABCD does not function as a civil rights organization with respect to political and community action, its planning rests on the conviction that housing, employment and community services and facilities must be available to all people without regard to race, religion or ethnic background.

ABCD will focus its efforts within the City of Boston, with the hope that its programs will be helpful in stimulating other communities. Within Boston, ABCD is concerned with the needs and problems of all people and all sections of the city, devoting its major attention to the high-priority urban renewal areas of Boston where social problems are concentrated.

10/15/64

APPENDIX D

FINANCIAL REPORT, AUGUST 31, 1964

Summary of Project Reports
Report of Expenditures

	1964 Budget	Expenses to 8/31/64	Budget Balance
I. Salaries & Wages			
1. Professional	689,185.00	276,812.39	412,372.61
2. Clerical	140,961.00	62,177.04	78,783.96
Total-Salaries & Wages	830,146.00	338,989.43	491,156.57
Other Personnel Expense			
1. Insurance			
a. Workmen's Compensation	1,000.00	--	1,000.00
b. Group Insurance (Hospital & Medical)	7,814.00	2,069.26	5,744.74
c. Group Insurance (Life)	2,600.00	1,142.00	1,458.00
2. Payroll Taxes	19,040.00	6,696.53	12,343.47
3. Pensions & Annuities	31,080.00	14,364.87	16,715.13
Total-Other Personnel Expenses	61,534.00	24,272.66	37,261.34
Total-Salaries & Other Personnel Expenses	891,680.00	363,262.09	528,417.91
II. Grants to Agencies			
A. Freedom House, Inc.	30,000.00	15,000.00	15,000.00
B. Roxbury Community Coun.	6,500.00	745.00	5,755.00
C. United South End Settlements, Inc.	6,900.00	5,632.87	1,267.13
D. Boston School Department	3,500.00	1,159.98	2,340.02
E. Youth Employment & Training Wage Subsidies	20,640.00	4,997.19	15,642.81
F. Camp Union	6,000.00	6,000.00	--
G. Grants to Employers (OJT)	5,000.00	1,262.50	3,737.50
H. High School Summer Camps	8,000.00	4,500.00	3,500.00
Total-Grants to Agencies	86,540.00	39,297.54	47,242.46
III. Furniture & Equipment			
A. Purchases	20,516.00	21,736.48	(1,220.48)
B. Maintenance	1,000.00	472.47	527.53
C. Rental			
1. Office Equipment	4,365.00	547.45	3,817.55
2. Research Equipment	3,000.00	1,074.07	1,925.93
D. Moving of Equipment	1,000.00	795.00	205.00
Total-Furniture & Equipment	29,881.00	24,625.47	5,255.53

	1964 Budget	Expenses to 8/31/64	Budget Balance
IV. Consumable Supplies			
A. Office Supplies & Materials	24,000.00	12,739.70	11,260.30
B. Research Supplies	7,950.00	6,763.23	1,186.77
Total-Consumable Supplies	31,950.00	19,502.93	12,447.07
V. Travel & Conferences			
A. Local	16,232.00	5,530.76	10,701.24
B. Out-of-State	15,897.00	5,697.67	10,199.33
C. Visiting Groups	3,000.00	661.43	2,338.57
Total-Travel & Conferences	35,129.00	11,889.86	23,239.14
VI. Miscellaneous Expense			
A. Occupancy Costs			
1. Rent			
a. Central Office	50,880.00	21,819.08	29,060.92
b. District Office	1,200.00	500.00	700.00
2. Electricity	3,350.00	1,668.27	1,681.73
B. Office Expense			
1. Telephone & Telegraph			
a. Central Office	10,555.00	8,674.65	1,880.35
b. District Office	500.00	250.72	249.28
2. Printing & Binding	6,180.00	3,335.11	2,844.89
C. Other Costs			
1. Statistical & Computing Services	61,100.00	17,343.15	43,756.85
2. Library Materials	2,000.00	1,281.16	718.84
3. Legal & Accounting	3,000.00	4,852.03	(1,852.03)
4. Board & Committee Meeting	1,000.00	60.00	940.00
5. Insurance-Other	600.00	(20.61)	620.61
6. Staff Meals	1,000.00	12.05	987.95
7. Staff Recruiting & Moving	2,000.00	1,102.90	897.10
8. Training			
a. School Program	6,484.00	1,436.25	5,047.75
b. Educational Remediation	4,000.00	4,000.00	--
9. Medical Expenses	4,000.00		4,000.00
Total-Other Costs	157,849.00	66,314.76	91,534.24
TOTAL-ABCD DIRECT	1,233,029.00	524,892.65	708,136.35
GRANTS	1,639,116.00	222,863.05	1,416,252.95
TOTAL EXPENSES	2,872,145.00	747,755.70	2,124,389.30

ACTION FOR BOSTON COMMUNITY DEVELOPMENT, INC.

BALANCE SHEET
August 31, 1964

ASSETS

CASH:	
Checking Accounts:	
New England Merchants Nat'l Bank: Clearing Acct.	2,158.46
New England Merchants Nat'l Bank: On-Job Training Acct.	3,737.50
U.S. Trust Company: Operating Account	21,880.11
U.S. Trust Company: Payroll Account	5,000.00
Interest-bearing Savings Accounts	812,945.44
Cash on Hand:	
Central Office	50.00
Roxbury District Office	
Youth Employment & Training Office	50.00
Travelers Checks	150.00
Accounts Receivable: Travel Advances	401.77
Miscellaneous	328.13
TOTAL ASSETS	846,701.41

LIABILITIES AND FUND BALANCE

Payroll Taxes and Sundry Contributions Withheld from Employees Payroll		8,989.92
Fund Balances:		
Ford Foundation:	429,020.40	
Operating Grant	122,713.71	
Demonstration Grant	551,734.11	
U.S. Dept. of Health, Education & Welfare	111,229.18	
U.S. Dept. of Labor--OMAT	41,521.86	
Permanent Charity Fund	121,698.39	
Hyams Fund	1,756.90	
Educational Enrichment Fund	3,856.50	
On-Job Training Fund	3,737.50	835,534.44
Unallocated Interest		2,177.05
TOTAL LIABILITIES AND FUND BALANCES		846,701.41

APPENDIX E

ABCD STAFF AND CONSULTANTS

Name	Professional Title	Area
Abramson, Dorothy S.	Community Development Specialist I	Program Development
Anderson, G. Ernest, Jr.	Research Consultant	Data Processing
Aronson, Sidney H.	Associate Director of Research	Research
Bell, Elizabeth E.	Research Assistant	Independent Schools, Jesuit Program
Bender, Eloise B.	Administrative Assistant	Public Information
Brady, James E.	Community Development Specialist I	Charlestown, Multi-Service Center
Brow, Francis V.	Program Specialist II	Guidance
Budoff, Milton	Research Consultant	Multi-Service Centers, Data Processing
Coard, Robert	Program Specialist II	South End Community Development
Coates, Jacqueline M.	Program Assistant II	Education
Comeau, Joseph E.	Supervisor Data Processing	Research
Cuthbert, Gertrude T.	Assistant Director Program	Program Development
Dee, Joseph F., Jr.	Program Specialist	Legal
Edwards, Esther	Consultant Education Program	Pre-Kindergarten
Edwards, Rheable M.	Program Specialist I	Roxbury, Multi-Service Center
Finn, Miriam	Executive Secretary	Administration
Fishman, Paul L.	Research Assistant	Multi-Service Centers
Flanagan, Maureen J.	Research Assistant	Multi-Service Centers
Freeman, Howard E.	Research Consultant	Delinquency Project Evaluation

Name	Professional Title	Area
Fritts, Patricia	Testing Specialist	Youth Training and Employment
Haizlip, Harold C.	Supervisor, Education Programs	Education
Hall, Paul George	Program Specialist II	Anti-Poverty
Harvey, Geraldine O.	Research Assistant	Multi-Service Centers
Hennessey, William F.	Consultant	Education
Jackson, Gardner, Jr.	Administrative Assistant	Research
Johnson, Roger	Job Development Specialist	Youth Training and Employment
Jones, Kenneth J.	Research Consultant	Data Processing
Kurren, Oscar	Medical Evaluation Unit	Youth Training and Employment
Leighton, Leonard R.	Administrative Officer	Administration
Lewis, Ralph G.	Research Assistant	Data Processing Liaison
Lotti, Dosola	Research Assistant	Police Data-YMCA-Agassiz
Mascarello, Henry J.	Assistant Director of Youth Training and Employment	Youth Training and Employment
Maxwell, Mary E.	Public Health Nurse, Medical Evaluation Unit	Program Development
McCullough, Lester W.	Research Assistant	Data Processing
McInnis, Irene M.	Educational Research, Project Director	Reading, Pre-Kindergarten School Adjustment
Monahan, Aura L.	Research Assistant	Weekend Rangers Brandeis
Morris, John N.	Research Assistant	Police Data
Noble, John H. Jr.	Consultant	Multi-Service Centers
Noren, Arthur T.	Program Specialist I	Recreation
Oshima, William S.	Administrative Assistant	Program Development
Overlan, Stanley F.	Program Specialist III	Summer-Camp

Name	Professional Title	Area
Pearlman, Gerald	Program Specialist II	Anti-Poverty
Perlman, Robert	Director of Program Development, Associate Executive Director	Program Development
Prescod, Winston J.	Program Specialist	Roxbury
Renaud, Leo C.	Director and Coordinator, Youth Training and Employment	Youth Training and Employment
Ross, Martin H.	Accountant	Administration
Senier, Richard	Information Specialist	Public Information
Sherwood, Clarence	Director of Research-Associate Executive Director	Research
Slavet, Joseph S.	Executive Director	Administration
Stacey, Norman R.	Educational Research Project Director	Summer Programs, Work Study, Week-end Rangers
Stevens, Polly S.	Research Assistant	Reading, Pre-Kindergarten, School Adjustment
Stone, Edward	Program Supervisor-Training	Program Development
Topitzer, Robert	Program Assistant	Anti-Poverty
Vilimas, Joseph G. Jr.	District Development Coordinator I	Charlestown, Multi-Service Center
Warren, Theodore	Remedial Instructor	
Wells, William H.	Director of Public Information	Public Information
Wetherbee, Helen	Research Assistant	Legal Services
White, James S.	Program Specialist II	Work-Study
	Clerical	
Barry, Maria A.	Stenographer-Typist	Research-Administration
Brennan, Janice	Stenographer-Typist	Administration

Credle, Helen	Secretary	Public Information
DeMarco, Carolyn A.	Stenographer-Typist	Research-Education
Devin, Susan E.	Statistical Clerk	Research-Data Processing
Ford, Claire M.	Secretary	Research-Administration
Gorfin, Sarah B.	Senior Stenographer-Typist	Program-Multi-Service Centers
Harleston, Isabelle L.	Key Punch Operator	Research-Data Processing
Herbert, Andrea C.	Stenographer-Typist	Program-Education
Hinsley, Susan	Key Punch Operator	Research-Data Processing
Horne, Mary E.	Switchboard Operator	Administration
Itzkowitz, Eleanor	Secretary	Program-Administration
Kassler, Hannah R.	Senior Stenographer-Typist	Program-Training
Kelly, Geraldine	Receptionist	Administration
LaVertue, Annette A.	Stenographer-Typist	Research-Multi-Service Centers
Lewis, Priscilla	Secretary	Youth Training and Employment
Lumpkin, Bette Jo	Stenographer-Typist	Public Information
Millner, Kerlenious O.	Statistical Clerk	Research-Data Processing
Moss, Randall	Clerk	Administration
Perry, Thomas	Clerk	Administration
Pinckney, Stacia A.	Stenographer-Typist	Research-Data Processing
Reddick, Inez V.	Stenographer-Typist	Anti-Poverty
Robinson, Mary E.	Account Clerk-Stenographer	Administration
Rogers, Richard W.	Statistical Clerk	Research-Data Processing
Shapiro, Judith D.	Senior Stenographer-Typist	Program-Education
Somers, Diane M.	Stenographer-Typist	Research-Administration
Squadrito, Josephine	Stenographer-Typist	Youth Training and Employment
Tyler, Gloria M.	Stenographer-Typist	Research-Education